



THE  
MONTHLY SUMMARY

OF THE  
LEAGUE OF NATIONS

---

Volume XI (1931)









# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XI., No. I.

JANUARY, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month: January, 1931</i> . . . . .	2	(f) Work of the Financial Committee . . . . .	11
II. <i>Scheme for European Union: Second Session of the Commission of Inquiry</i> . . . . .	3	(g) The Fiscal Committee . . . . .	12
III. <i>Organisation of Peace and Reduction of Armaments:</i>		3. <i>Communications and Transit:</i>	
1. Date of the Conference for the Reduction of Armaments . . . . .	5	(a) Fourth General Transit Conference . . . . .	12
2. Supervision of Arms Manufacture . . . . .	7	(b) Applications from Local Railway Companies . . . . .	13
3. Convention to Strengthen Means of Preventing War . . . . .	7	(c) Article 107 of the Treaty of Louvaine . . . . .	13
IV. <i>Legal and Constitutional Questions:</i>		(d) Manned Lightships not on their Stations . . . . .	13
1. <i>International Engagements:</i>		VI. <i>Intellectual Co-operation:</i>	
(a) Registration of Treaties . . . . .	8	1. International Committee on Intellectual Co-operation . . . . .	13
(b) Signatures: Optional Clause of the Court Statute; Convention on Financial Assistance . . . . .	8	2. Meeting of the Executive Committee of the Committee on Intellectual Co-operation and of the Directors' Committee of the Institute of Intellectual Co-operation . . . . .	14
2. Codification of International Law . . . . .	8	3. International Popular Arts Committee . . . . .	14
3. Nationality of the Wife . . . . .	8	4. The International Museum Office:	
V. <i>The Technical Organisation:</i>		(a) Meeting of the Directing Committee . . . . .	14
1. <i>The Health Organisation:</i>		(b) International Chalcographical Exhibition . . . . .	14
(a) Work of the Health Committee . . . . .	9	5. International Educational Cinematographic Institute . . . . .	15
(b) Rural Hygiene . . . . .	9	VII. <i>Administrative Questions:</i>	
2. <i>The Economic and Financial Organisation:</i>		1. Danzig . . . . .	15
(a) Work of the Economic Committee . . . . .	9	2. The Saar Governing Commission . . . . .	15
(b) The Economic Consultative Committee . . . . .	9	3. Mandates . . . . .	15
(c) Concerted Economic Action . . . . .	9	(a) Work of the Commission . . . . .	15
(d) Consultation of Agricultural Experts . . . . .	9	(b) Decisions of the Council . . . . .	18
(e) Appointment of a Committee of Statistical Experts . . . . .	11	VIII. <i>Protection of Minorities:</i>	
		The German Minority in Poland . . . . .	19

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

	PAGE
IX. <i>Political Questions :</i>	
1. Polish-Lithuanian Relations .	25
2. Memel . . . . .	26
X. <i>Social and Humanitarian Questions :</i>	
1. Traffic in Opium :	
(a) Fourteenth Session of the Advisory Committee .	26
(b) Limitation of Drug Manu- facture . . . . .	26
(c) The Permanent Central Opium Board . . . . .	28
(d) Opium Smoking in the Far East . . . . .	29
2. Child Welfare :	
Recognition and Enforcement of Maintenance Orders abroad	31
3. Slavery in Liberia . . . . .	31
4. Refugees . . . . .	34
XI. <i>Other Questions :</i>	
1. Visit to China of the Directors of the Economic and Finan- cial Section and the Transit Section . . . . .	34

XI. <i>Other Questions—(contd.):</i>	PAGE
2. The New League Buildings .	34
XII. <i>Publications and Library Questions :</i>	
Second Interim Report of the Gold Delegation of the Finan- cial Committee . . . . .	35
XIII. <i>Forthcoming Events</i> . . . . .	36

### *The Permanent Court of International Justice.*

1. Twentieth Session . . . . .	37
2. Election of the President and Vice- President . . . . .	37
3. Election of the Members of the Chambers	37
4. Public Sitting . . . . .	37
5. Election of the Deputy Registrar . .	38
6. Revision of the Rules of Court . .	38
7. Protocols of September 14th, 1929 .	38
8. Regulations concerning the Retiring Pensions of Judges . . . . .	38

## I.—SUMMARY OF THE MONTH.

January, 1931.

The year 1931 opened with two meetings of exceptional interest—the sixty-second session of the Council and the second session of the Commission for European Union.

The sixty-second session of the Council was held at Geneva from January 19th to 24th, under the presidency of the British representative, Mr. Arthur Henderson. Eight of the fourteen States Members were represented by their Foreign Ministers.

Special features of this session were the convocation of the First General Conference for the Reduction and Limitation of Armaments for the first week in February, 1932, and an exhaustive discussion on the situation of the German minority in certain Polish provinces.

Apart from these important matters, the Council considered questions pending between Poland and Lithuania, questions concerning the Memel territory, reports on the work of the Economic, Financial and Health Organisations; proposals from the Opium Advisory Committee (which also met in January) in regard to the limitation of drug manufacture, and comprehensive final reports from Commissions on opium smoking in the Far East and on slavery in Liberia.

The Council approved the Statute of the

Nansen International Office for Refugees, and summoned two Conferences: the Fourth General Transit Conference, for October 26th, 1931, and a Conference on Opium Smoking, which will meet at Bangkok early in November.

\* \* \*

The Commission of Inquiry on European Union, which met from January 16th to 21st, was attended by twenty-seven Governments. Five Prime Ministers and twenty-one Foreign Ministers were present.

The Commission decided to concentrate upon the world economic crisis in so far as it affected Europe as a whole, and to invite the Union of Socialist Soviet Republics, Turkey, and Iceland to take part in its work. It also made arrangements for a study of measures to combat the agricultural crisis in Central and Eastern Europe.

\* \* \*

The twentieth ordinary session of the Permanent Court of International Justice opened on January 15th at The Hague. At this meeting, the first of the newly constituted Court since the general elections of September, the Court elected its President and Vice-President for three years, as well as the members of the Chambers for Labour Cases, Transit and Communications Cases and Summary Procedure.

## II.—SCHEME FOR EUROPEAN UNION.

SECOND SESSION OF THE COMMISSION OF  
INQUIRY.

The second session of the Commission of Inquiry for European Union was held from January 16th to January 21st, under the presidency of the French Foreign Minister, M. Briand.

The material before the Commission consisted in proposals and suggestions from several Governments for the inclusion of questions in its agenda, a memorandum from the Secretary-General describing the work done on European problems by the Economic and Financial Organisation, the Organisation for Communications and Transit and the Health Organisation, and a memorandum from the Director of the International Labour Office giving similar information in regard to labour questions.

The Commission discussed statements by M. Colijn, President of the Second Conference for Concerted Economic Action, on the results obtained by the League in the economic field, and by M. Suvitch, Chairman of the Financial Committee, on the question of agricultural credits.

On the basis of this material, the Commission passed several general resolutions concerning the continuation of its work, and unanimously adopted a final resolution submitted by the German, British, French and Italian delegations, and embodying a formal statement of the pacific intentions of the Governments represented. The text of this declaration is as follows :

"As the result of our discussions and conversations during the last few days concerning the problems which our Governments have respectively to face, it has become plain that economic recovery is now being hindered by lack of confidence in the course of future events due to widespread political anxiety. That anxiety has been increased by irresponsible talk in various quarters concerning the possibility of international war.

We recognise that there are political difficulties in Europe at the present time, and that these difficulties have been accentuated by the economic instability and unrest which the world economic depression has caused.

The best service we can render towards the improvement of the economic position is the firm assurance of European peace. We therefore declare, as Foreign Ministers or responsible representatives of European States, that we are resolutely determined to use the machinery of the League to prevent any resort to violence."

The twenty-seven Governments on whose behalf this declaration was made were represented by the following statesmen :

M. BRIAND, Minister of Foreign Affairs (France).  
The Duke of ALBA, Minister of State (Spain).

M. BECH, President of the Government (Luxemburg).

Jonkheer BEELAERTS VAN BLOKLAND, Minister of Foreign Affairs (Netherlands).

M. BENES, Minister of Foreign Affairs (Czechoslovakia).

M. CELMINS, Prime Minister and Minister of Foreign Affairs (Latvia).

Dr. CURTIUS, Minister of Foreign Affairs (Germany).

M. GRANDI, Minister of Foreign Affairs (Italy).

M. HELLAT, Estonian Minister at Helsingfors.

Mr. HENDERSON, British Foreign Secretary.

M. HYMANS, Minister of Foreign Affairs (Belgium).

Count KAROLYI, Minister of Foreign Affairs (Hungary).

M. KURTI, Permanent Albanian Delegate accredited to the League.

M. LIAPTCHEFF, Prime Minister (Bulgaria).

Mr. MACGILLIGAN, Minister of Foreign Affairs (Irish Free State).

M. MARINKOVITCH, Minister of Foreign Affairs (Yugoslavia).

M. MICHALACOPOULOS, Minister of Foreign Affairs (Greece).

M. MIRONESCO, Prime Minister and Foreign Minister (Roumania).

M. MOTTA, Head of the Political Department (Switzerland).

M. MOWINCKEL, Prime Minister and Minister of Foreign Affairs (Norway).

M. MUNCH, Minister of Foreign Affairs (Denmark).

M. PROCOPE, Minister of Foreign Affairs (Finland).

M. SCHÖBER, Minister of Foreign Affairs (Austria).

M. DE VASCONCELLOS, former Prime Minister (Portugal).

M. WESTMAN, Swedish Minister at Berne.

M. ZALESKI, Minister of Foreign Affairs (Poland).

M. ZAUNUS, Minister of Foreign Affairs (Lithuania).

The Commission first examined the question of the participation in its work of non-Members of the League, in particular Turkey and the Union of Socialist Soviet Republics.

After discussions between the Italian, German, British, French, Yugoslav, Norwegian, Swiss, Danish, Roumanian and Greek representatives, and in a special Sub-Committee (the German, British, French, Italian, Roumanian, and Swiss

representatives), the following resolution was adopted :

"The Commission of Inquiry for European Union,

Having regard to the Resolution of the Assembly of the League of Nations of September 17th, 1930,

Decides to study the world economic crisis, in so far as it affects the European countries as a whole, and to invite through the Secretary-General the Governments of Iceland, Turkey, and of the Union of Socialist Soviet Republics to participate in this study."

The Norwegian representative did not oppose the adoption of this resolution, but regarded the invitation as premature. The Belgium, Danish, Spanish, Netherlands, Swedish, and Yugoslav representatives supported this reservation.

The question of the participation of the Free City of Danzig will be considered at the next session.

In view of the European economic depression, the Commission decided that it must devote special attention to economic questions. Its discussions were based on a communication from M. Colijn, President of the Second Conference on Concerted Economic Action, concerning the work of that Conference in particular and that of the League Economic Organisation in general.

M. Colijn drew attention to the fact that the recommendations of the World Economic Conference of 1927 had received the official sanction of the Council and the Assembly, and had been welcomed by an overwhelming majority of Governments, who had expressed their intention of adapting their policies to these principles. There had, however, been no real progress, it might even be said that there had been a retrograde movement. The work of the Economic Organisation on the abolition of prohibitions and the treatment of foreigners had not been successful. The Economic Conference had recommended the gradual reduction of customs barriers, but since then in many cases there had been an upward movement of tariffs. The Assembly resolution for concerted economic action had been directed against these tendencies. The Preliminary Conference of March, 1930, had concluded a Commercial Convention and drawn up a Programme of Negotiations; the November Conference had decided that it was not yet possible to bring the Commercial Convention into force, and had adopted resolutions concerning bilateral tariff negotiations and assistance for the agricultural States of Central and Eastern Europe.

M. Colijn appealed to European Foreign Ministers to do all in their power for the success

of the negotiations—in his opinion an essential preliminary condition for European Union.

The Commission also heard the Chairman of the Financial Committee, M. Suvitch, on the question of agricultural credits for countries of Central and Eastern Europe, referred to the Financial Committee by the Council.

M. Suvitch said that the Financial Committee had had at its disposal the results of the inquiry instituted in countries of Eastern Europe, following the Warsaw Conference, and important material from the International Agricultural Institute at Rome.

The Financial Committee had, M. Suvitch said, felt bound to make a preliminary observation, namely, that the present obstacles to any movement of capital towards Eastern Europe were political as well as technical. The prerequisite of any action was the restoration of confidence.

He then indicated the provisional conclusions the Financial Committee seemed likely to reach after examining the technical aspects of the question. These conclusions concerned methods for the organisation of the necessary banking institutions (international, national and regional) the kind of credit operation (long or medium term) possible in the event of international action; the guarantees (mortgages and State guarantees) necessary for such operations.

The Financial Committee has instructed a special Sub-Committee of some of its members—representatives of the Economic Committee and of the International Agricultural Institute and experts on agricultural questions—to study the practical solution of the question of agricultural credits for Eastern Europe. M. Suvitch hoped that concrete proposals might be ready by May.

On the basis of proposals submitted by a Drafting Committee (M. Bouroff, M. Briand, Dr. Curtius, M. Grandi, Mr. Henderson, M. Hymans, M. Mowinkel, M. Titulesco and M. Zaleski), the Commission adopted the following resolutions :

"1. The Commission of Inquiry for European Union, recognising the exceptional gravity of the crisis through which the agricultural countries of Central and Eastern Europe are passing, and the necessity of remedying this situation in Europe, without awaiting those more far-reaching solutions which it trusts will be devised and for which the Wheat Conference, to meet in Rome on March 26th, 1931, is to prepare—

Is of opinion that this situation could be greatly improved if the authorised representatives of the European countries affected (grain-exporting countries of Central and Eastern Europe and European importing countries) were to meet at an early date and make a common effort to find means of disposing of the grain surplus at

*present available.* The meeting would be called on the sole initiative of the President of the Commission of Inquiry for European Union, and its conclusions would be put into effect without further reference to the Committee of Inquiry.

2. The Commission of Inquiry is of opinion that there will still remain an important question for solution. The measures taken for the disposal of the 1930 harvest, and those contemplated below of the *export of future harvest surpluses* unaffected.

(a) The Wheat Conference, which is to meet at Rome in March, 1931, will no doubt make suggestions of the utmost importance in regard to the world situation.

The Commission of Inquiry trusts that the overseas countries affected will consent to take part in this Conference, so that the problem may be examined in all its aspects.

(b) As regards Europe, it is necessary to set up a Committee to study all measures capable of leading to the desired result. This Committee will be composed of eleven members, namely, the representatives of Austria, Belgium, Czechoslovakia, Estonia, France, Germany, Great Britain, Italy, Norway, Switzerland, and Yugoslavia. The Secretary-General of the League of Nations will be asked for the assistance of the technical Committees, and the International Institute of Agriculture will also be asked to help. The Committee will be summoned very shortly at the instance of the President of the Commission of Inquiry for European Union. It will work as rapidly as possible, and its conclusions will be submitted to the Commission of Inquiry for European Union.

3. With regard to *agricultural credit*, the Commission of Inquiry for European Union finds that the investigation of this question has been carried far enough for a detailed scheme to be drawn up.

The Financial Committee has made a very interesting report to the Commission of Inquiry, and the latter notes that the Financial Committee is to continue its investigation. It considers it highly desirable that a complete scheme of executive measures should be submitted to the Council of the League of Nations in May next, in such detail that, if approved by the Council, it can be put into effect forthwith.

The Commission of Inquiry accordingly decides to appoint a Committee of eleven members, namely, the representatives of Bulgaria, Denmark, France, Germany, Great Britain, Hungary, Italy, the Netherlands, Poland, Roumania, and Sweden, which will, if necessary, hear the views of the representatives of the other countries concerned.

This Committee will watch the work of the Financial Committee and keep in touch with the matter, in order that a detailed programme, both financial and legal, may be submitted to the Council of the League of Nations at its session in May next, so that it may deliberate with full knowledge of the facts and prescribe prompt executive measures should it so decide.

4. The Commission of Inquiry for European Union,

Being strongly of opinion that the result of the putting into force of the *Commercial Convention* of March 24th, 1930, would be to create such an atmosphere of stability and confidence as would enable the execution of the programme of future negotiations, also drawn up on March 24th, 1930, to be usefully prosecuted and extended, counts upon its members to do all in their power to ensure that the said Commercial Convention is speedily put in force;

And trusts that the bilateral negotiations opened in consequence of the Conference with a view to Concerted Economic Action of November, 1930, may be actively pursued.

5. The Commission of Inquiry for European Union,

Being apprehensive in regard to the *unemployment* position in Europe, and the very grave consequences it is producing,

Requests the Secretariat of the League of Nations to acquaint it at the May session with the first results of the work undertaken by the Economic and Financial Organisation and the International Labour Office, referred to in Resolution 16 of the Eleventh Assembly."

The Commission also discussed a proposal of the Danish Government for the constitution of three Sub-Committees to study (1) The organisation of European co-operation; (2) The principal questions of a general political character which would have to be submitted to the League for a decision in the near future, and for the solution of which it might seem desirable to proceed in advance to separate negotiations between the countries of Europe; (3) The economic questions at present on the League agenda the solution of which is hampered by difficulties arising chiefly among European countries.

It was decided that these questions should be examined before the next session by a special Committee of representatives of Denmark, Finland, France, Germany, Greece, Italy, Poland, Portugal, Spain, Switzerland, and Yugoslavia.

This Committee will also consider whether certain other proposals should be studied. These include those of the Belgian Government concerning the transmission of electric power, the treatment of foreigners, the possibility of extending to other subjects the system of notification and appeal provided by the Commercial Convention of March, 1930, for customs questions.

### III.—ORGANISATION OF PEACE AND REDUCTION OF ARMAMENTS.

#### I. DATE OF THE FIRST GENERAL CONFERENCE ON THE REDUCTION AND LIMITATION OF ARMAMENTS.

The date of the First General Conference for

A\*\*

the Reduction and Limitation of Armaments has been fixed by the Council for the Tuesday following the end of the Council session opening on January 25th, 1932. Geneva has been chosen

as the meeting place, on the understanding that this town is in a position to offer the requisite facilities.

The final report and draft Convention prepared by the Preparatory Commission for the Disarmament Conference were considered by the Council on January 20th and 24th. The Rapporteur, M. Quinones de Leon (Spain), thanked all the members of the Commission for their untiring efforts. Passing to the preliminary draft Convention, he drew the Council's attention to the reservations attached to certain Articles. He recalled that, after laying down in Articles 10, 24, 29, 33 and 38 the principle of the budgetary limitation of armaments—both effectives and material—and the principle of publicity in respect of such limitation, the Commission had referred the question of methods to a Committee of Budget Experts. The latter had held its first session in December, and was expected to report after a session which would take place in February. The conclusions of this Committee will then be forwarded to all States Members of the League and to the non-Member States represented on the Preparatory Commission. After that the Council will, if necessary, be able to consult Governments on this question.

As regards air armaments, the preliminary draft Convention awaits completion in regard to rules for the determination of the engine-power of airplanes and dirigibles. The Preparatory Commission had expressed the view that the Council should refer this matter to experts, after which the rules agreed upon would be submitted to Governments as a preliminary basis for calculating the figures to be inserted in the Convention.

The German and Italian delegates to the Commission had asked that Governments should be invited to lay before the Conference detailed particulars of the present position of their armaments, but the Preparatory Commission had expressed the opinion that, as the preparation of the Conference was a matter for the Council, it was for the latter to take the necessary steps; it regarded the German and Italian proposal as too restricted, and considered that the preliminary work of study and investigation would have to cover every factor, technical or otherwise, that might help to inform the Conference and to justify such concrete proposals as Governments might submit.

Even then, the preliminary draft Convention, as stated by the Rapporteur, would be merely a framework, which would have to be completed by the figures to be adopted by the General Conference.

Since, therefore, the Preparatory Commission had accomplished its task, the Council, in accordance with the instructions of the eleventh Assembly, was called upon to fix the date of the First General Conference.

The German delegation had asked the Preparatory Commission to recommend the date of November 5th, 1931, but the Commission was of opinion that the decision must be left to the Council.

Before unanimously adopting the report, the Council proceeded to a discussion, in the course of which the President, Mr. Henderson (British Empire), Dr. Curtius (Germany), M. Grandi (Italy), M. Yoshizawa (Japan), M. Briand (France), M. Zaleski (Poland), and Mr. MacGilligan (Irish Free State) made statements.

Mr. Henderson described the draft Convention as an important document. States Members of the League were, he said, bound to the limitation and reduction of armaments, in particular by Article 8 of the Covenant. They were also bound to the policy of international disarmament by the most obvious considerations of material self-interest. The mere limitation of existing forces would hardly be an adequate beginning. Referring to the talk of the risk of war "as ill-timed as it is dangerous," the British representative expressed the hope that, between now and the Conference, everyone would do all in his power to ensure its complete success.

Dr. Curtius noted with satisfaction that it was now possible to fix the date of the Conference. He did not disguise the fact that Germany considered the draft Convention as entirely inadequate, in particular as regards land armaments. The scheme for disarmament prepared by the Commission, he said, represented at most the stabilisation of existing armaments, and would even permit of an increase in these armaments. The Conference could only achieve acceptable results if, before inserting the figures, it thoroughly revised the methods proposed. It should, moreover, be guided by the fundamental principle of the League, *i.e.*, the equality of all its Members.

M. Grandi defined his Government's view as to the relation between disarmament and security, a factor which must be taken into account but was not a preliminary condition. The Council, he said, must now fix the date of the Conference. He drew attention to the need for discussion among the various Governments in order to prepare the solution of questions still pending, saying that the persons entrusted with the preparatory work should, as it were, harmonise in their own minds the different tendencies involved.

M. Briand noted<sup>1</sup> that the Commission had produced the framework of a feasible Convention and the certitude that world efforts might bring about what all the nations of the world desired, as far as was compatible with the present factors of security. He expressed his conviction that the nations would not leave the Conference until real progress had been made in the form of serious regulation of armaments, be it limitation or reduction.

M. Briand asked that the Conference should not be expected to achieve what was at present impossible; it would merely mark the first stage in the journey, and it was necessary to fix the earliest possible date. He expressed the hope that the time would come when in every sphere—on land, on the sea and in the air—all nations would be able to discuss their problems on a footing of absolute equality. Protesting against the "campaign intended to create a state of panic," he concluded that if the Conference were well prepared ample results might be expected.

M. Yoshizawa thought that the draft Convention was a very suitable framework for the discussions of the Conference. The first step was difficult enough, and further improvements must be left to the future.

M. Zaleski described the draft Convention as a solid basis and as a first step towards disarmament, expressing the hope that the feeling of security would be such as to enable the nations gradually to achieve yet more definite results.

Finally, Mr. MacGilligan stated his view that the draft Convention was an attempt at a first step towards a solution and nothing more. He added that his Government hoped that when the Conference met, it would be possible to make improvements in the draft.

The report was adopted.

On January 24th, after the Members of the Council had had further conversations, the Rapporteur submitted a draft resolution fixing the date and meeting place of the First Conference for the Reduction and Limitation of Armaments. The President of the Conference will be appointed at a later session of the Council. Between now and May the Secretary-General, in consultation with the Rapporteur, will undertake the initial work for the technical preparation of the Conference, in particular as regards the questions mentioned above.

This resolution was adopted. After the vote the President expressed his satisfaction at the decision, saying that during the coming year each Government would have to prepare, for insertion in the draft Convention, figures repre-

senting as large a reduction as possible below the existing level of armaments.

Dr. Curtius recalled that the draft Convention was not binding on the parties concerned, and therefore could not be taken as a legal basis for the work of the Conference. He did not mean to say that every question would have to be re-examined, but certain problems would have to be settled by direct negotiation between now and the Conference.

M. Briand recalled that, after a protracted discussion, agreement on certain principles had been reached by a majority of the Commission. Countries would be able at the Conference to restate and uphold their views, but if the work done by the Preparatory Commission were not regarded as serious, and if it were proposed to re-open every question, the Conference could not be expected to yield the desired results.

## 2. SUPERVISION OF ARMS MANUFACTURE.\*

In view of the completion of the work of the Preparatory Commission for the Disarmament Conference† and the reference of certain special inquiries to the Committee of Budget Experts,‡ the Council requested Count Bernstorff, Chairman of the Special Commission on the Supervision of Arms Manufacture, to summon a meeting of this Organisation after the Budget Experts had finished their work.

The Persian representative drew the Council's attention to a discrepancy, in regard to publicity, between the 1925 Convention on the International Arms Trade and the draft Convention for the limitation and reduction of armaments. He suggested that, in this respect, the provisions of the Convention on the supervision of manufacture should correspond to those of the Convention on the Arms Trade. This question was referred to the Special Commission.

## 3. CONVENTION TO STRENGTHEN MEANS OF PREVENTING WAR.§

In accordance with a resolution of the eleventh Assembly, the Council appointed a special Committee to continue the preparation of a general convention to strengthen means of preventing war.

This Committee will begin work on April 29th, 1931. The British, Chilean, French, German, Greek, Guatemalan, Italian, Japanese, Netherlands, Norwegian, Polish, Spanish and Yugoslav Governments have been invited to send representatives. All States Members of the League may be requested to forward their observations.

\* Rapporteur: the Spanish representative.

† See Monthly Summary, Vol. X., No. 12, page 256.

‡ See Monthly Summary, Vol. X., No. 12, page 262.

§ Rapporteur: the Spanish representative.



## IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

## I. INTERNATIONAL ENGAGEMENTS.

(a) *Registration.*

Among the international engagements registered in January figure the following treaties and agreements:

A conciliation and arbitration treaty between Poland and Luxemburg (Luxemburg, October 29th, 1928), presented by Luxemburg; a treaty of conciliation, arbitration, and judicial settlement between Colombia and Switzerland (Berne, August 20th, 1927), presented by Switzerland; treaties of friendship between the Netherlands and Persia (Teheran, March 12th, 1930), and Afghanistan and Finland (Helsingfors, July 17th, 1928), presented by Persia and Finland respectively.

A treaty of commerce and navigation between Bulgaria and Turkey (Angora, May 27th, 1930), presented by Bulgaria; a Convention of Establishment and a Convention of Commerce, Customs and Navigation, between Germany and Persia (Teheran, February 17th, 1929), presented by Persia; a treaty on tariff relations between China and the Netherlands (Nanking, December 19th, 1928), presented by the Netherlands; commercial agreements between Egypt and Japan (Cairo, March 19th, 1930), Japan and Turkey (Angora, July 31st, 1929), Egypt and Finland (London, June 12th and 13th, 1930), Japan and Roumania (Bucharest, October 22nd, 1930); an agreement on certificates of origin between Estonia and Finland (Helsingfors, July 10th and 12th, 1930), presented by Finland.

Conventions for the prevention of the double taxation of shipping profits between Belgium and Finland (Brussels, February 19th, 1929), Belgium and Sweden (Stockholm, May 31st, 1929), Belgium and France (Brussels, October 7th, 1929), presented by Belgium.

Postal agreements between Great Britain and Northern Ireland and India and the Netherlands (London, April 7th and June 3rd, 1930), and Great Britain and Northern Ireland and Italy (London, August 21st, and Rome, August 28th, 1930), presented by Great Britain.

An Air Traffic Convention between Austria and the Netherlands (The Hague, December 31st, 1929), presented by the Netherlands.

An agreement for the abolition of diplomatic visas between Poland and Finland (May 14th and 15th, 1930), presented by Finland; an agreement for the reciprocal recognition of tonnage certificates between Estonia and the Netherlands (Tallinn, September 1st, 1930), presented by Estonia.

A treaty of extradition and judicial assistance in penal matters between Finland and Italy (Helsingfors, July 10th, 1929), presented by Finland.

An exchange of notes between Great Britain and Northern Ireland and China concerning the retrocession of the British Concession at Amoy (Nanking, September 17th, 1930), presented by Great Britain.

(b) *Signatures.*

*Optional Clause of the Court Statute.*—The Polish Foreign Minister, M. Zaleski, signed on

January 24th the Optional Clause of the Statute of the Permanent Court of International Justice. He made the following declaration:

"On behalf of the Republic of Poland, subject to ratification, the undersigned recognises as compulsory *ipso facto* and without special agreement, in relation to any other Member of the League of Nations or State accepting the same obligation, the jurisdiction of the Permanent Court of International Justice in conformity with Article 36, paragraph 2, of the Statute of the Court, for a period of five years, in any future disputes arising after the ratification of the present declaration with regard to situations or facts subsequent to such ratification, except in cases where the parties have agreed or shall agree to have recourse to another method of peaceful settlement.

The present declaration does not apply to disputes:

(1) With regard to matters which, by international law, are solely within the domestic jurisdiction of States; or

(2) Arising between Poland and States which refuse to establish or maintain normal diplomatic relations with Poland; or

(3) Connected directly or indirectly with the World War or with the Polono-Sovietic war; or

(4) Resulting directly or indirectly from the provisions of the Treaty of Peace signed at Riga on March 18th, 1921; or

(5) Relating to provisions of international law connected with points (3) and (4)."

*Convention on Financial Assistance.*—The Convention on Financial Assistance was signed by the Italian representative, M. Grandi, on January 22nd, 1931.

## 2. CODIFICATION OF INTERNATIONAL LAW.\*

In accordance with a resolution of the eleventh Assembly, the Council requested the States invited to the First Conference for the Codification of International Law to communicate, with a view to discussion at next Assembly, such observations as they might desire to make upon the question of progressive codification.

## 3. NATIONALITY OF THE WIFE.

On the proposal of the Guatemalan, Peruvian, and Venezuelan representatives, the Council decided to include in the agenda of next Assembly the question of the nationality of the wife, and made arrangements for a consultation of certain international organisations which had been specially concerned therewith.

This matter was discussed at length at the Conference for the Codification of International Law at The Hague in March and April, 1930, but the discussions did not result in an international settlement of the problem.

\* Rapporteur: the Italian representative.

## V.—THE TECHNICAL ORGANISATIONS.

## I. THE HEALTH ORGANISATIONS.

(a) *Work of the Health Committee.\**

The recommendations contained in the report of the Health Committee on its October session were approved by the Council on January 19th.

The Committee had adopted a programme of work, renewing certain of its Commissions and setting up new ones, with the task of preparing reports on various present-day technical problems of public health demanding urgent solution, including the questions of Medical Education, Nutrition and Physical Education.

The Committee had also obtained opinions as to the expediency of a meeting of the medical directors of the Colonial Ministries of countries with African possessions, as well as of the health administrations of other African countries, with a view to considering how the Health Organisation might be of service in securing continuity in the study of diseases prevalent in colonial territories.

The Council noted satisfactory progress in collaboration with the health services of China, Greece, and Bolivia, reports on the health situation in the Pacific Islands, the study tour of the Malaria Commission in India in 1929, the anti-malaria campaign in Bulgaria, the Lima Conference on Infant Mortality held last July, and important proposals made by the Leprosy Commission at its session at Bankok.

(b) *Rural Hygiene.†*

At the suggestion of the Preparatory Committee for the European Conference on Rural Hygiene, the Council decided to postpone the Conference from April 23rd to June 29th, 1931.

The Preparatory Committee has held two meetings since the September session of the Council, and after a detailed study of the agenda,‡ has come to the conclusion that more time will be required for the preliminary work than was at first contemplated.

## 2. THE ECONOMIC AND FINANCIAL ORGANISATION

(a) *Work of the Economic Committee.§*

The report of the Economic Committee on its thirty-third session|| was considered by the Council on January 19th.

The thirty-third session was almost entirely devoted to the preparation of the Second Conference on Concerted Economic Action, the examination of the general report of the

veterinary experts, and the study of certain aspects of the most-favoured-nation clause (question of "similar products" and the compatibility of customs quotas and anti-dumping duties with the spirit of the most-favoured-nation clause).

(b) *The Economic Consultative Committee.*

The Council decided, in principle, to summon the third session of the Economic Consultative Committee before next summer.

On this Committee Sir Walter Raine, President of the Association of British Chambers of Commerce, will succeed Sir Arthur Balfour, who has resigned. The International Co-operative Alliance, which comprises more than a hundred national co-operative organisations in thirty-seven countries, has been requested to send a representative to the Committee with the same status as the other members. This Alliance has hitherto been represented only by an expert sitting in a purely advisory capacity.

(c) *Concerted Economic Action.¶*

The report of M. Colijn, President of the Second Conference for Concerted Economic Action, was noted by the Council.

The Economic and Financial Organisation was invited to press forward the work on agricultural credits with a view to early results.

(d) *Consultation of Agricultural Experts.<sup>1</sup>*

The delegation of the Economic Committee studying means of remedying the agricultural crisis in general, and that of cereals in particular, proceeded to a further consultation of agricultural experts from January 12th to 14th. The delegation was composed of M. di Nola (Italy), Chairman; Sir Sydney Chapman (Great Britain), M. Dolczal (Poland), M. Elbel (France), M. Ito (Japan) and M. Posse (Germany).

The International Labour Office was represented by Mlle. Mattei, the International Institute of Agriculture by M. Wagnieri and M. Brizi, the International Federation of Land Labourers by M. Schmidt.

The experts present were M. Brebbia (Argentine), M. Canovas del Castillo (Spanish), Sir Atul Chatterjee (India), M. Cohn (Danish), M. Colbert (Irish), M. Dollfuss (Austrian), Mr. Enfield (British), M. Five (Norwegian), M. Gauthier (French), M. Hanosek (Czechoslovak), M. Hermes (German), M. Hynninen (Finnish), M. Insulander (Swedish), M. Laur (Swiss), Mr.

\* Rapporteur: the representative of the Irish Free State.

† Rapporteur: the Italian representative.

‡ See Monthly Summary, Vol. X., No. 9, page 173.

§ Rapporteur: the German representative.

|| See Monthly Summary, Vol. X., No. 10, page 230.

¶ Rapporteur: the German representative.

<sup>1</sup> For Agricultural Questions, see also Chapter II.: *Commission of Inquiry on European Union*, and Chapter V. (2) f.: *Work of the Financial Committee*.

MacDougall (Australian), M. Poplawski (Polish), M. Raducanu (Roumanian), Dr. Riddell (Canadian), M. Serpieri (Italian), M. Somssich (Hungarian), M. Steerc (American), M. Stoykovitch (Yugoslav), M. Van der Vaeren (Belgian), M. Van Ryn (Dutch) and M. Ulmanis (Latvian).

Each of the experts had sent in a written report on the agricultural crisis and the discrepancy between the price paid to the producer and the price paid by the consumer.

During the discussion of these reports the experts gave supplementary information and examined observations submitted by their colleagues. Several experts expressed the desire that studies and inquiries might be undertaken with a view to completing the material thus collected. These inquiries might, it was thought, deal with questions such as the branches of agriculture suffering most from over-production, the temporary or permanent character of such over-production, the cost of production in various groups of countries (over-seas countries, industrial and agricultural countries of Europe), the cost of the distribution of agricultural produce, the discrepancy between agricultural revenue and expenditure, the discrepancy between the price paid to the producer and the price paid by the consumer and that between the prices received by producers for their products and the price of the manufactured wares which they required.

At the final meeting the Chairman said that the Economic Committee would not fail to examine to what extent these inquiries should take place in co-operation with the International Institute of Agriculture, but drew attention to the fact that it did not wish this inquiry to embrace too large a field. The Committee would, he said, endeavour to retain all that was essential for its principal task, which was to deal with international economic relations and with all that might contribute to the strengthening of such relations. Its interest in principles of commercial policy led it to attach special importance to the suggestions made by several experts concerning certain forms of government intervention in the trade in agricultural produce. It therefore considered necessary a detailed and conscientious examination of the effects of all measures of protection such as subsidies, bounties, import certificates (Einfuhrscheine), as well as certain forms of indirect protection, to which its special attention had been drawn.

These measures, which certain States regarded as indispensable, ended by neutralising each other, and were often detrimental to the interests of neighbouring States. From a

national point of view they might appear natural, internationally they might become dangerous. Such desperate measures contributed to the maintenance of an irrational system of production.

The Chairman then analysed briefly the various measures recommended for coping with the agricultural depression. Certain experts, he said, thought that a remedy might be found in free trade—in the mere inter-action of economic forces. From a scientific point of view they might be right, but he considered that they did not pay sufficient regard to social and political interests in which the preservation, and therefore the protection, of agriculture appeared to be regarded by most countries as an absolutely vital question. Rightly or wrongly, these countries considered that at such a moment the abolition of such measures would increase the distress in agricultural circles in numerous countries.

It was beyond doubt, he said, that over-production existed in numerous branches of agriculture. The first idea that came to one was to bring direct pressure to bear upon the producers. Certain experts had recommended methods to this end. Others had gone farther: they had, for example, proposed to reduce wheat production during a whole year. But the discussion had revealed numerous practical difficulties in the way of the execution of this programme, even on a national scale.

It appeared, however, that it might not be impossible to exercise indirect action on production by regulating sales. Without expressing an opinion on this vast problem (of such obvious difficulty and amplitude), M. di Nola wondered whether it would not be well to attempt something of the kind, at least in regard to wheat. These ideas were, he said, closely connected with the opinion expressed by the experts on the possibility of organising the international trade in agricultural produce and, more particularly, in cereals.

Emphasising that the cereal problem was the essential factor in the agricultural depression, which, again, was the essential factor in the general economic crisis, and recalling the conclusions reached in this respect by the Conference for Concerted Economic Action and by the Conference of the agricultural States of Central and Eastern Europe, the Chairman observed that it would be interesting to note to what extent the various countries possessed exporting and importing organisations that might play their part in an international action in regard to the trade in cereals. On this

subject the experts were asked to furnish as detailed information as possible.

In conclusion, M. di Nola said: "As matters are at present the European cereals market is a subject of dispute between overseas countries and the producing countries of Eastern Europe. Overseas countries sell large quantities to Europe at unsatisfactory prices. The countries of Eastern Europe do not succeed in marketing their very limited stocks." M. di Nola wondered whether it was absolutely impossible for the two parties concerned to reach an agreement by which overseas States would continue sending the same quantities to Europe, and the States of Eastern Europe would be able to sell their relatively small surpluses. It would be necessary, he thought, for these two groups of producing countries to come together, to consult each other and, if possible, to seek an agreement. He was impressed by the fact that even those experts who had supported free trade arguments were not opposed to such agreements, provided they were freely consented.

It was evident, he said, that the problem could not be solved immediately, and that there must be intermediate stages. A preliminary Wheat Conference would meet in Rome on March 26th. On that occasion, representatives of both groups of countries would have an opportunity of discussing the question thoroughly and in detail. It would, he considered, be most desirable that, on their return to their countries, the experts should endeavour to secure the efficient representation of their countries' interests so that there might be really useful discussions at the Conference.

The report on this consultation will be submitted to the Economic Committee at its next session.

#### (e) *Appointment of a Committee of Statistical Experts.*

The Convention on Economic Statistics (Geneva, December, 1928) which came into force on December 14th, 1930, provides for the appointment of a Committee of experts with an extensive programme of work.

On the proposal of the Economic Committee, the Council appointed:

Mr. R. H. Coats, Dominion Statistician, Ottawa.

Mr. E. Dana Durand, Chief Economist of the U.S. Tariff Commission, formerly Chief Statistical Research Division, Dept. of Commerce, Washington.

Mr. A. W. Flux, Head of Statistical Department, Board of Trade, London.

Professor Gini, President of the *Institut Central de Statistique*, Rome.

M. Huber, Director of the *Statistique Générale de la France*, Paris.

M. Jahn, Director of the Central Statistical Bureau, Oslo.

Dr. H. W. Methorst, Director-General of the Statistical Bureau at The Hague.

M. E. Szturm de Sztrem, Director of the Central Bureau of Statistics, Warsaw.

Dr. E. G. Wagemann, President of the State Statistical Office, Berlin.

Dr. Lorenz, Director of the Federal Statistical Bureau, Berne.

To establish a definite link between the Economic Committee and the Committee of experts, the Council decided that M. Miguel Casares, the Argentine member of the former Committee, should serve on the latter.

The term of office of the members is three years.

The Egyptian representative, Hassan Nachat Pasha, took part in the Council debate on this subject.\*

#### (f) *Work of the Financial Committee.*†

The Financial Committee met as usual a few days before the Council, and reported to the latter on agricultural credits, the financial situation of Bulgaria, the reorganisation of the co-operative system in Bulgaria, the gold problem, the Bank of Greece, the preparation of international conventions, and the inquiry regarding the present economic crisis.

#### *Agricultural Credits* ‡

The important question of agricultural credits was also discussed in the Commission of Inquiry on European Union.†

The Financial Committee emphasised the importance of the political factor in connection with the present state of the capital market, expressing the view that so long as public confidence was lacking no mere financial technique would enable capital to be obtained except at relatively high costs. Improvements in the present machinery available for international agricultural credits could, it considered, be devised, and in this respect the Committee put forward certain tentative conclusions. It inclined to the view that the main security which could be offered by agriculture for the purpose of raising any substantial amount of

\* Convention on Economic Statistics.

Article 8, paragraph 1:

"A Committee of Technical Experts shall be appointed at a meeting of the Council of the League of Nations and one delegate from each State, not a Member of the League of Nations, represented at the Conference of Geneva, on behalf of which ratifications or accessions have been deposited."

† Rapporteur: the Norwegian representative.

‡ See Chapter II.

capital abroad must be, first, mortgages, and that, in consequence, long term transactions would probably form the major part of the international operations contemplated. It further thought that the guarantees offered by agriculture and by local and national mortgage institutes would have to be supplemented by Government guarantees. To avoid unnecessary competition on the capital markets between the borrowing countries, the Committee suggested that it might be advisable to create a special international institute which would borrow on its own credit in the international market and would lend on mortgage security the money so obtained, through the intermediary of national or local institutes.

After considering these conclusions, the Council approved the creation of a special delegation of the Financial Committee and of certain outside authorities to formulate concrete plans, and expressed the hope that it might receive detailed proposals at its next session.

#### *Inquiry into the Co-operative System in Bulgaria.*

A new and important aspect of the League's work in Bulgaria is the inquiry undertaken by two League experts, M. Gebhard and M. Treybal, who were appointed by the Council in September, visited Bulgaria, and carried out an inquiry lasting about six weeks.

Although the final report is not yet ready, the experts have drawn up provisional recommendations which bear upon the following points: the organisation in two distinct groups of the co-operative system in Bulgaria (agricultural co-operatives and their central organisations; co-operatives other than agricultural and their central organisations); the placing of agricultural co-operatives under the direction of the Bulgarian Agricultural Bank and all other co-operatives under the Bulgarian Central Co-operative Bank; the reorganisation of the Bulgarian Agricultural Bank as a genuine central institution of co-operative credit; the transformation of the General Association of Agricultural Co-operatives into a purchasing and selling central organisation for co-operatives; conversion of the local associations into branches of the general association; the restriction, if possible, to credit business of the operations of the agricultural credit co-operatives.

#### *Bulgarian Refugees.*

The Council was able to note that the greater part of the refugee settlement work had been completed.

In this connection, it had to consider the situation created by the resignation of M. René Charron, League Commissioner for

Bulgarian Refugees and Advisor to the Bulgarian National Bank. It was decided that the President of the Council should be authorised to appoint a successor to M. Charron, on the advice of the Rapporteur and a Sub-Committee of the Financial Committee.

M. Charron has been in Bulgaria since 1926, and the Council expressed the opinion that he had discharged his duties with great energy and ability. Both in the refugee work and in the reorganisation of the National Bank the results he has obtained have, in the Council's view, been remarkable.

#### *The Gold Problem.*

The second interim report of the Gold Delegation of the Financial Committee\* deals with the question of the distribution of gold. It does not handle in direct terms the problem whether or not there is any relationship between the present economic depression and the distribution of gold, but confines itself to indicating the principles on which the efficient working of the gold standard must, in the opinion of the Delegation, primarily depend.

In view of the importance of this document, the Council made arrangements for its communication to all States.

The other questions on the agenda of the Financial Committee did not call for action by the Council.

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To succeed Dr. Melchior and Mr. Wallenberg, the German and Swedish members of the Financial Committee, the Council appointed Dr. Kempner, of the banking firm of Mendelssohn & Co., Berlin, and M. N. Rygg, President of the National Bank of Norway.

#### *(g) The Fiscal Committee.†*

The Council appointed as corresponding member of the Fiscal Committee in Ecuador Don Luis Enrique Escudero, Director of Taxation at the Ministry of Finance. The appointment is made until June, 1932.

### 3. COMMUNICATIONS AND TRANSIT.

#### *(a) Fourth General Transit Conference.‡*

The Council summoned the Fourth General Transit Conference to meet on October 26th, 1931.

The agenda includes, in particular, a study of the steps to be taken in the event of grave occurrences of a general character affecting routes of communication, and the examination of the expediency, from an economic and social standpoint, of fixing movable feasts and of

\* See chapter on Publications.

† Rapporteur: the Norwegian representative.

‡ Rapporteur: the Polish representative.

simplifying the Gregorian calendar. The membership of the Transit Committee will be renewed.

Invitations will be addressed to the States invited to the Third General Conference. In addition, authorities or organisations indicated by the Chairman of the Transit Committee will be invited to attend the Conference in an advisory capacity or to appoint observers.

(b) *Applications from Local Railway Companies under Article 304 of the Treaty of Trianon.\**

Applications from railway companies under Article 304 † of the Treaty of Trianon were considered by the Council on January 22nd.

In the case of the *Nagyikikinda-Arad* and the *Gyula District Local Railway Companies*, the Council appointed: M. G. Guerrero, former Minister for Foreign Affairs of Salvador; M. J. Kalff, former Director-General of the Netherlands Railways; M. R. Mayer, honorary Maître des Requêtes of the French Council of State to arbitrate the disputes which prevented agreement between the Companies and the States territorially concerned.

Applications from the *South East Hungary* and *Zsebely-Gsakovar-Boka* and from the *Halas-Bacsalmás-Rigyeza* and *Dravavolgy* (Kisköszeg-Sikkos-Barcs) Local Railway Companies were adjourned on the understanding that these questions would be withdrawn from the agenda if a formal agreement were concluded by the parties before the next Council session.

(c) *Article 107 of the Treaty of Lausanne.*

At the request of the Greek and Turkish Governments, the Council decided to put an end to the control instituted by the Treaty of Lausanne over the execution of its Article 107.‡

The control will cease as from March 1st, 1931, and the special Commissariat will be wound up between March and September, when the League Commissioner, M. Stablo, will lay down his duties.

The request of the Greek and Turkish Governments is based upon the fact that a general treaty of arbitration has been concluded between them, under which it is possible to institute an expeditious arbitration procedure, particularly suitable for the settlement of such disputes as may arise in the application of Article 107, and which they may not have been able to settle by the ordinary methods.

The Council thanked M. Stablo for the services he had rendered the League. The Greek and Turkish representatives also paid a tribute to the League Commissioner.

(d) *Manned Lightships not on their Stations.*

The Agreement concerning manned lightships not on their stations (Lisbon, October 23rd, 1930) came into force on January 21st, 1931—ninety days following its final acceptance by five Governments—and was registered on the same date, in accordance with its Article 10.

## VI.—INTELLECTUAL CO-OPERATION.

### 1. INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

The Council appointed to the Committee on Intellectual Co-operation for a term of five years:

M. Gösta S. Forssell, Professor of Radiology at the University of Stockholm, Member of the Swedish Academy of Science.

M. Sarva Palli Radhakrishnan, Professor of Philosophy at the University of Calcutta.

\* Rapporteur: the Polish representative.

† Article 304 of the Treaty of Trianon reads as follows:

"With the object of ensuring regular utilisation of the railroads of the former Austro-Hungarian Monarchy owned by private companies which, as a result of the stipulations of the present Treaty, will be situated in the territory of several States, the administrative and technical reorganisation of the said lines shall be regulated in each instance by an agreement between the owning company and the States territorially concerned.

"Any differences on which agreement is not reached, including questions relating to the interpretation of contracts concerning the expropriation of the lines, shall be submitted to arbitration designated by the Council of the League of Nations."

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M. Sanin Cano (Colombian), Man of Letters and publicist.

M. José Castillojo, Professor of the Institutions of Roman Law at the University of Madrid.  
M. Heinrich von Srbik, Professor of History at the University of Vienna.

These members will succeed Mlle. K. Bonnevie (Norwegian), Sir Jagadis C. Bose (Indian), M. A. de Castro (Brazilian), and M. Mariano H. Cornejo (Peruvian), whose mandate expires on June 16th, 1931.

The Council thanked the retiring members for their contribution to the work of intellectual co-operation.

‡ Article 107 lays down the conditions for the use in transit of the three sections of the Oriental Railways between the Greco-Bulgarian and Greco-Turkish frontier near Kuleli-Burgas, and provides for the appointment of a Commissioner of the League of Nations to supervise the execution of these stipulations. The final paragraph provides that the two interested Powers shall be entitled five years after the coming into force of the Treaty to apply to the Council with a view to deciding whether it is necessary that the control shall be maintained.

*Sub-Committee for the Instruction of Youth in the Aims of the League.*—To succeed M. Arturo Pardo Correa, deceased, and Dr. Inazo Nitobe, who has resigned, the Council appointed M. P. T. Sun (Chinese), Director of the Franco-Chinese Institute of Lyons and Mrs. Gallagher-Parks (Peruvian).

It decided to increase the number of members from fourteen to sixteen and appointed to the two new seats Dr. Stephen P. Duggan (American) and Professor Alfred Zimmern (British).

## 2. MEETING OF THE EXECUTIVE COMMITTEE OF THE COMMITTEE ON INTELLECTUAL CO-OPERATION AND OF THE DIRECTORS' COMMITTEE OF THE INSTITUTE.

The Executive Committee of the International Committee on Intellectual Co-operation and the Directors' Committee of the Institute of Intellectual Co-operation met at the Paris Institute from January 27th to 30th, under the presidency of Professor Gilbert Murray, Chairman of the Committee on Intellectual Co-operation, and of M. Painlevé, Chairman of the Governing Body of the Institute. The other members present were Madame Curie-Sklodowska, M. Destrée, M. de Reynold, Sir Frank Heath, and Dr. Krüss.

At this session, the Executive Committee and the Directors' Committee continued the work of re-organisation of the Paris Institute, in particular as regards its programme of work. The Executive Committee laid down the procedure for the appointment of the members of the Committees of Experts meeting during the year (Preparatory Committee for the inquiry into the conditions of intellectual life in different countries, Conference of Representatives of Institutes for the Scientific Study of International Relations, Committee of Representatives of International Students' Organisations, meeting of Directors of National University Offices, meeting for the examination of questions concerning archives, meeting of library experts, meeting of representatives of official organisations for the study of questions concerning intellectual rights). It also examined questions concerning the instruction of young people in the organisation and working of the League by means of libraries and school museums, drew up rules for the relations between the Institute and the International Popular Arts Commission, and decided to publish a second edition of the Index Bibliographicus (international directory of current bibliographic sources). Another publication in which the Committee was particularly interested was the collection of Spanish-American classics.

## 3. INTERNATIONAL POPULAR ARTS COMMITTEE.

The Bureau of the International Popular Arts Committee met in Paris at the Institute for Intellectual Co-operation, on January 26th, with Dr. Otto Lehmann, Director of Altona Museum, in the Chair.

The principal question studied by the Bureau was the organisation of the International Popular Arts Exhibition, which will be held in 1934 in Berne. Official invitations will be sent out shortly to all countries.

Another question considered at this meeting was that of the publication of the Acts of the Prague Congress of 1928, and of the Antwerp Congress of 1930.

A plenary meeting of the International Popular Arts Committee will be held in 1932, probably at Stockholm. This Committee is composed of representatives of twenty-seven countries.

The Bureau decided to publish all communications concerning the international movement in the field of popular art in the Bulletin of Intellectual Co-operation issued by the Institute.

## 4. THE INTERNATIONAL MUSEUM OFFICE.

### (a) *Meeting of the Directing Committee.*

The Directing Committee of the International Museum Office met in Paris in January, when it drew up its programme for the year. M. Jules Destrée, former Belgian Minister for Science and Art, was in the Chair.

The discussion bore upon the entire range of subjects handled by the Office. Two problems of considerable interest which engaged the special attention of the Committee were the use of the cinematograph for museum propaganda and the action to be taken on the Rome Conference on the preservation of works of art.\* As regards the second point, the Committee studied the possibility of holding regular meetings of experts.

Another important decision taken at this meeting was to include in the review *Mouaison*—which at present appears only in French—German, English, Spanish, and Italian summaries of each article published.

### (b) *International Chalcographical Exhibition.*

The chalcographical collection organised by the International Museum Office will be shown at Tours on February 7th. This exhibition has been organised by the Chamber of Commerce of Tours, the *Société d'agriculture, sciences, arts et belles-lettres*, and the *Société des Amis des Arts*.

This collection consists of three hundred

\* See Monthly Summary, Vol. X., No. 10, page 235.



proofs from the chalcographical institutes of Paris, Madrid and Rome, which have been selected from among the most valuable and characteristic specimens of the engraver's art. Since June, 1927, it has been shown in six countries and in fourteen towns.

#### 5. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.\*

The report of the Governing Body of the International Educational Cinematographic Institute on its third session was considered by the Council on January 19th. The principal subjects dealt with by the Institute during the past year were the use of the cinematograph in education, studies on the social aspects of the cinema and its possible application to scientific management and accident prevention, comparative studies on the censorship, control and revision of films in the various countries, and a draft convention for the abolition of customs barriers against educational films.

Special attention was devoted to publications. In addition to the International Review of Educational Cinematography, the Institute has published a series of monographs designed to make certain material available for research workers.

The Italian Government has offered to increase its annual subsidy by Lire 200,000. The Polish Government has expressed its intention

of granting the Institute an annual subsidy of Lire 30,000.

As a result of the reorganisation of the International Committee on Intellectual Co-operation and the abolition of its Sub-Committees, the Governing Body was obliged to adapt the Organic Statute of the Institute to these circumstances.

The Council noted the report with satisfaction and approved the Institute's programme for the coming year. It thanked the Italian and Polish Governments for their generous offers. It approved various modifications in the Organic Statute, and appointed the following to be Members of the Governing Body for a period of five years: Dr. Thomas E. Finegan (U.S.A.), M. Henri Focillon, Professor at the Sorbonne (French), Dr. Hugo Krüss, Director of the Prussian State Library (German), Dr. Leo Chrzanowski, Head of the Press Bureau at the Ministry for Foreign Affairs (Polish), M. George Opreescu, Professor at the University of Bucharest (Roumanian).

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The Executive Committee of the Institute met in Rome on January 8th. The Chair was taken by M. Rocco. The Committee approved the report of the Chairman, as well as regulations for the Staff Provident Fund of the Institute.

## VII.—ADMINISTRATIVE QUESTIONS.

### 1. DANZIG.

A Committee of Legal Experts met at Geneva from January 16th to 22nd to advise the League High Commissioner at Danzig, Count Gräfin, as to the legal scope of a decision taken by one of his predecessors, General Haking, with regard to the utilisation of Danzig Harbour by Poland.

The Committee was composed of M. Raestad (Chairman), former Minister for Foreign Affairs (Norwegian), Sir John Fischer Williams (British), and M. Hostie (Belgian).

### 2. THE SAAR GOVERNING COMMISSION.

The Council renewed for one year, as from April 1st, 1931, the term of office of the Chairman and members of the Saar Governing Commission.

The Saar Governing Commission is composed as follows: M. Ehrnrooth (Finnish), M. Kossmann (Saar), M. Morize (French), M. Vezensky (Czechoslovakia), Sir Ernest Wilton (British), Chairman.

\* Rapporteur: the Italian representative.

### 3. MANDATES.

The report of the Mandates Commission on its nineteenth session was considered by the Council on January 22nd.

#### (a) *Work of the Commission.*

At its nineteenth session, the Commission considered reports from the Mandatory Powers on the administration of Iraq, Cameroons and Togoland (under British Mandate); Cameroons (under French Mandate); Ruanda Urundi (under Belgian Mandate); the Pacific Islands (under Japanese Mandate); and Western Samoa (under New Zealand Mandate).

It also examined general questions, special problems concerning Tanganyika and Palestine, and petitions.

#### I. *General Questions.*

*General conditions for the termination of the Mandate in a country placed under that régime.*—In compliance with the Council's request of January 13th, 1930, the Commission began its examination of the general conditions that must be fulfilled before the Mandate could be brought



to an end in a country placed under that régime. The point arose whether the Council had intended to consult the Commission on the general problem of the cessation of mandates, or whether, on the contrary, the problem was only to be regarded in its application to the special case—Iraq—in regard to which the question had been raised. While inclining to the view that it had been called upon to study the general problem, the Commission requested the Council to define its intentions on this point.

*Public Health*—The Commission took note of the replies of the Mandatory Powers to questions put by the Council concerning the recruiting of medical staff and the health situation in the mandated territories.

The Commission expressed the opinion that the improvement of public health in the mandated territories was largely dependent upon the number and qualifications of the medical staff. For this reason, all possible steps should be taken to increase the number of doctors. The Commission accordingly requested the Council to draw the attention of the Mandatories to the necessity of keeping all posts for health officers permanently filled and of securing foreign doctors in the event of difficulties in recruiting national doctors. It was further recommended that the Mandatories should encourage the medical work of missions by facilitating the admission of doctors on the basis of money grants. They should also admit doctors and health research workers, possessing recognised degrees, whether national or foreign, irrespective of their nationality.

## II. Problems Relating to Certain Territories.

*Scheme for closer administrative union between Tanganyika, Uganda, and Kenya.*—The Commission postponed consideration of this question in view of the fact that the British Government had promised to communicate its decision before it came into force, so as to enable the Commission to submit its observations to the Council.

*Palestine.*—A few days before the opening of the session the Commission received from the British Government two important documents concerning Palestine (Statement of Policy of His Majesty's Government; Report by Sir John Hope Simpson on Immigration, Land Settlement and Development in Palestine). The Commission postponed consideration of these documents to its next session, when it will study them in conjunction with the annual report on Palestine, in the presence of the accredited representative of the Mandatory.

## III. Territories under A. Mandate.

*Iraq.*—The Council had instructed the Commission to consider the annual report of the

Mandatory on Iraq with a view to ascertaining the progress made by that territory towards political maturity. The Commission had since then received further information, but felt that it had not yet sufficient data on which to base an opinion on Iraq's progress after eight years under the Mandate régime. It therefore welcomed the promise of the accredited representative, to submit, during the examination of the next annual report, a general statement which might enable it to form an opinion on this point, within the limits of its functions and procedure. It considered it essential that in all circumstances respect for the rights of racial, linguistic and religious minorities should be ensured in Iraq, since these constituted one of the main guarantees of the security, public order and prosperity of the territory.

The Commission echoed the apprehensions felt not only by the parties concerned, but also by a considerable section of the public in other countries regarding the situation of minorities in Iraq since the country began to prepare for complete independence and the supervision of the administration by the Mandatory had been gradually relaxed. It noted a statement by the accredited representative of the Mandatory to the effect that Iraq, when gaining her full freedom, would undoubtedly be prepared to accept international obligations safeguarding the rights of minorities. In this connection, the Commission felt bound to recall that on September 30th, 1924, the Council had asked that measures should be taken for the protection of minorities in general and of non-Moslem minorities in particular.

As regards the economic development of the country, in particular its oil production, the Commission expressed the hope that the authorities would impose upon companies to which concessions were granted conditions which would ensure the due development of the Iraq oil industry. The Commission was unable to obtain precise information as to the circumstances delaying the exploitation of the oil deposits in Iraq and asked for supplementary information in the next annual report. It expressed the hope that, in this respect, the Mandatory would see that the competent authorities pursued a policy entirely in conformity with the territory's interests.

Finally, the Commission examined the draft Anglo-Iraq Judicial Agreement initialled at Bagdad on June 30th, 1930, together with the attached Exchanges of Notes and an extract from an Iraqi draft law. It came to the conclusion that the new Agreement abolished the special privileges granted nationals of

certain foreign States, and seemed to offer all foreigners in Iraq the essential guarantees for the proper dispensation of justice. One advantage of the new agreement was, the Commission considered, that it maintained close co-operation between the British and Iraqi authorities, and also the responsibilities of the Mandatory under the Covenant. The Commission recalled that, before the agreement came into force, the Mandatory would have to secure the consent of States enjoying privileges under the existing Treaty.

#### IV. Territories under B. Mandate.

*Cameroons and Togoland under British Mandate.*—The Commission began by recalling that the Cameroons and Togoland under British Mandate were administered as an integral part of the neighbouring British colonies. The result is that the figures shown in the budgets of these territories are, to some extent, approximate. The Commission was, therefore, unable to give a definite opinion as to the actual budgetary situation. It noted, however, with satisfaction that the deficits in the estimates were charged to the neighbouring colonies and that the mandated territories were not expected to refund them.

As regards the Cameroons, the Commission asked the Mandatory to give in future supplementary information on trade statistics, labour, alcoholic and spirituous liquors, public health.

As regards Togoland, it noted with satisfaction that the delimitation of the frontier between Togoland under British Mandate and Togoland under French Mandate had been completed, and that an original copy of the final Protocol, accompanied by maps, had been deposited in the League's archives, in accordance with Article 1 of the British and French Mandates for Togoland.

*Cameroons under French Mandate.*—The Commission asked for information concerning the admission of foreigners and for certain statistics on the liquor traffic. It noted with satisfaction the considerable efforts made by the Mandatory to combat sleeping sickness.

*Ruanda Urundi.*—The Commission noted that the financial position of the territory was far from favourable, and was concerned at the large discrepancy which appeared in the ordinary budget between revenue and expenditure. The accredited representative stated that this situation was due to exceptional circumstances such as famine. The Commission expressed the hope that, if these circumstances were likely to continue, the Mandatory would take steps to balance the budget.

The Commission noted with regret that there

was a high death rate among the workers recruited for the Mining Union of Upper Katanga. It expressed the hope that the steps taken to remedy this state of affairs, which already appeared to have yielded satisfactory results, would, by next year, have resulted in a considerable decrease in the death rate.

#### V. Territories under C. Mandate.

*Islands under Japanese Mandate.*—The Commission again expressed its concern at the continuous and rapid fall in the native population of the islands under Mandate, especially in the Island of Yap. It noted the statements of the accredited representative that the Mandatory Government itself was considering this serious problem, and expressed the hope that the efforts made to discover the cause of this disquieting decrease in population would lead to positive results.

*Western Samoa.*—The Commission took note of the report of the Mandatory for the period ending March 31st, 1930, during which incidents, which took the form of open resistance to the Administration on the part of the Mau organisation, were successfully settled by the Mandatory.

The Commission expressed the opinion that these incidents had marked the climax of the disturbances in Samoa, which began with the formation of the Mau some years ago. The accredited representative informed the Commission that the Mau might be considered as having virtually ceased to exist, that its native leaders had submitted, that natives accused of offences during the disorders had been handed over to the judicial authorities, and that law and order were gradually being re-established in the country. The Commission also learned with satisfaction that the administration proposed to resume co-operation with the elected representatives of the native population, and that the New Zealand Government had decided to give the Samoan population a constantly increasing share in the management of its own affairs. In these circumstances the Commission considered that any judgment on the nature of the incidents and on the question of responsibility would now merely revive feelings and hamper the efforts that the Mandatory was making to restore peaceful conditions.

It proposed to follow with close attention the new policy announced by the Mandatory, and hoped that close co-operation between the Administration and the native population would lead to satisfactory results in the near future.

#### VI. Petitions.

At this session the Commission examined petitions concerning Iraq, Palestine, Cameroons

under French Mandate, Ruanda Urundi, the Islands under Japanese Mandate and South-West Africa.

#### *Iraq.*

(a) *Petition from the British Oil Development Company.*—This Company complained that, as a result of the Iraq Government's attitude, it was unable to pursue the object for which it had been established. The petitioner held this attitude to be contrary both to law, as involving an erroneous interpretation of the concession, and to the interests of the country as unduly retarding the exploitation of its mineral resources.

The Commission considered that it could not examine the petition so long as a legal remedy was still open to the petitioners; further, that it could not pronounce upon the question whether or not the petitioners might be able to bring an action against the Iraq Government. It accordingly asked the Council to inquire of the Mandatory whether there existed a judicial authority competent to pass upon this matter.

(b) *Petition from certain Kurds in Iraq.*—Several Kurdish notables complained that their "national rights recognised by the League had never been respected," and that the administrative and executive authorities of the Kurdish districts had brought pressure to bear upon them to make them renounce what they regarded as their legitimate rights. They asked for the formation of a Kurdish Government under the supervision of the League, adding that, judging by the attitude of the Arab officials under the Mandate, they are in danger of being exposed, when the Mandate ends, to a treatment even more intolerable than that which they received under Turkish rule.

Considering that no League decision could be cited to justify the petitioner's demand for the establishment of a Kurdish Government under League supervision, and further that the special treatment provided for the Kurds by the Council decisions of September 16th, 1925, did not seem to have been given, the Commission recommended that the Council should reject the first point of the petition, but should invite the Mandatory to secure the prompt and effective application of the legislative and administrative measures designed to give the Kurds the position to which they were entitled; and should consider the possibility of measures to secure the maintenance of this position if the guarantees now furnished by British trusteeship were withdrawn.

*Petition regarding the Procedure of Supervision of Mandatory Administration.*—The British League of Nations Union, London, had asked

the Commission to suggest to the Council a procedure whereby, in the event of serious disturbances in a mandated territory, the League should be immediately informed by the Mandatory, through the chairman of the Commission. The Commission noted the observations of the Mandatory Powers and decided that no action need be taken on his petition.

#### *(b) Decisions of the Council.*

The Council considered the report of the Mandates Commission. It decided to transmit to the Mandatory Powers concerned, the Commission's observations, requesting them to take the necessary action.

#### *I. General Questions.*

(a) *General Conditions for the Termination of the Mandate in a Country under that Régime.*—The Council requested the Commission to continue its study of the general aspect of this problem, confirming that it was not instructed to examine the specific case of Iraq.

The British representative, Mr. Henderson, while agreeing with the Council, said he considered that the Commission might be asked to complete its inquiry and to include definite recommendations in its next report. He expressed the hope that this might be possible, although he realised fully the difficulty and complexity of the task entrusted to the Commission.

(b) *Public Health.*—The Council asked the Mandatories to comply as far as possible with the recommendations of the Commission with regard to public health in mandated territories.

#### *II. Special Questions.*

(a) *Tanganyika.*—The Council noted that the Commission had decided to postpone consideration of the scheme for closer administrative union between Tanganyika, Kenya, and Uganda until the British Government should have communicated its decision.

The German representative, Dr. Curtius, recalled that his Government had always taken an interest in the relations between the mandated territory of Tanganyika and the neighbouring British colonies. He understood that no decision had yet been reached and that the British Government wished to await the findings of the joint Parliamentary Commission appointed to examine the question before forming a final opinion.

(b) *Iraq.*—The Council noted that the Commission saw no objection to the approval, subject to the consent of the Powers concerned, of the draft of a new Judicial Agreement between the British Government and Iraq.

It therefore approved the Agreement, subject to the consent of the Powers whose nationals enjoyed privileges under the former Agreement.

The French representative, M. Briand, considered that the draft Agreement, in the form in which it would operate under British responsibility, provided guarantees similar to those contained in the Judicial Agreement of March 25th, 1924. In these circumstances, his Government would consent to the new draft entering into force as soon as the Powers concerned had notified their agreement.

The Italian representative, M. Grandi, said that his Government was in negotiation with the British Government concerning the Judicial Agreement.

Mr. Henderson drew attention to the fact that most of the Powers concerned had intimated that they would have no objection to the proposed new régime, but that some misgivings still existed. He hoped that further explanations would make it possible to remove them; unfortunately, in the meantime, the 1924 Agreement had to remain in force, so that the discrimination between foreigners, so unsatisfactory a feature of that Agreement, would continue. In his opinion, the Council resolution would enable the British Government to bring the new Agreement into force as soon as the last objection had disappeared.

The Persian representative, Hussein Khan Ala, was happy to note that the Commission had approved the new Anglo-Iraq Judicial Agreement.

He hoped that the Powers concerned would consent to the Agreement as soon as possible. He was, however, compelled to make reservations in regard to Article 4 of the draft which dealt with personal status. Reference was made in that Article to the jurisdiction of religious courts, to which Persian nationals residing in Iraq might be considered as subject in their capacity of Moslems. It followed that non-Moslem aliens residing in Iraq would have to apply in matters of personal status to the civil courts, whereas Persians, being regarded as Moslems, might be subjected to the religious courts, and consequently deprived of the guaran-

tees afforded by the civil courts and national laws.

He explained that the great majority of Persians belonged to the Shiah Sect, and that the Shiah laws on the question of personal status differed in many points from the Sunni laws, so that the position of Persian nationals in Iraq was critical.

The British representative, Mr. Henderson, said that he had been assured that there was no intention of discriminating between Persians and other foreigners, nor was there any intention that a Persian subject should be required, in matters of personal status, to have recourse to any tribunal other than the civil court.

With regard to the Commission's request for fuller information as to the degree of political maturity attained in Iraq, Mr. Henderson said that the British Government would arrange for the preparation of a comprehensive report reviewing the progress made in Iraq under the mandatory régime.

To enable the Commission to submit definite views as soon as possible, the British Government would forward in June a special report on the subject. This procedure would have the advantage that any deficiencies in the report to which the Commission might draw attention in June could be remedied at its November session, either by a supplementary report or by the oral evidence of the accredited representative.

As regards the petition from certain Iraqi Kurds, Mr. Henderson assured the Council that the British Government would lose no time in carrying into full effect the programme of legislative and administrative reforms referred to. As regards the situation of the Kurdish minorities in the event of Iraq being released from mandatory control, Mr. Henderson said that he was confident that, when the time came, Iraq would furnish the League with satisfactory guarantees for the future welfare of her minority populations.

The Council approved the conclusions of the Commission in regard to the petitions considered at its nineteenth session, and instructed the Secretary-General to bring them to the knowledge of the Mandatory Powers and the petitioners concerned.

## VIII.—PROTECTION OF MINORITIES.

### *German Minority in Poland.*

On January 6th, 1931, following the German Government's Notes of November 27th, December 9th and 19th, 1930—(1) and (2), situation of the German minority in the Voivodie of Silesia; (3), situation of the

German minority in Poznan and Pomorze—the Polish Government sent the Secretary-General a Memorandum explaining its views as regards the first two communications. This memorandum was accompanied by ten annexes dealing with the Polish election laws and the

list of acts of violence alleged to have been committed in Upper Silesia by members of the German minority. The Polish Government concluded that the Silesian population, irrespective of race and party, had taken a very active part in the election, adding that it was incorrect to state that "a system of deliberate terrorism was employed against the German minority."

On January 7th, the *Deutscher Volksbund* in Polish Upper Silesia addressed a petition to the Council concerning the infringement of Articles 75 and 83 of the Convention on Upper Silesia. The petitioner stated that, in October and November, 1930, "a systematic persecution of the German minority, accompanied by acts of violence" was instituted.

After appealing to the President of the Upper Silesian Mixed Commission under Article 585 of the Convention on Upper Silesia, the representatives of the minority requested the Council to note and resolve the following:

1. Articles 75 and 83 of the Geneva Convention had been infringed.

2. The Polish Governments should take such steps against the authorities responsible for permitting breaches of the treaty as would demonstrate to the Polish and German populations that there could be no repetition of such offences.

3. The Polish Government should examine whether the privileged situation of the Union of Silesian Insurgents could be maintained.

The petition was accompanied by two annexes—one concerning the character of the election campaign in Upper Silesia, the other a list of more than 250 incidents and acts of violence said to have been committed against the minority. As this petition referred to the same question as the first two notes of the German Government which had already been placed on the agenda of the January Council session, the Secretary-General decided to comply with the *Volksbund's* request to treat this petition as urgent.

On the proposal of the German representative seconded by the Polish representative, the Council decided to examine at the same time the questions relating to the protection of minorities in the Voivodie of Silesia and those concerning the protection of minorities in the Voivodie of Poznan and Pomorze.

In a statement to the Council, the German representative, Dr. Curtius, explained that his Government was fully aware of the implications of its action when, for the first time, it appealed to the Council for the protection of a minority. Germany did not forget that minority questions should not resume "the aspect of disputes between the two States, and that they were questions purely for the League."

As regards the facts set forth in the German Notes, Dr. Curtius stated that all these cases had one common feature: "their systematic character and the fact that the system was supported by the Polish authorities." He added: "The fact that the events in Upper Silesia were the result of a single determined movement directed against the German element as such stamps them as part of a uniform plan and sets them apart from similar incidents. It is startling to find that the terrorism was able to continue for weeks on end in the full light of day without any intervention by the highest responsible authority of the district, the Voivode, although both he and the Minister for the Interior were again and again requested by the minority to intervene."

The German representative then considered the part played in the incidents by the Union of Insurgents of Upper Silesia, stating that this Union was closely connected with the national authorities and enjoyed the favour and support of the highest authorities, in particular, of the Voivode of Silesia.

Dr. Curtius then examined the election methods. "The most reprehensible methods," he said, "were used in an attempt to prevent the German minority from electing their leaders to the Polish Parliament"; as such he indicated the striking of names off the voting list, the fact that there were hardly any Germans on the election commissions, and the propaganda for a public ballot conducted by the Insurgents' Union and supported by various high Polish officials. He continued: "This deliberate obstruction to the secret vote was especially effective in Upper Silesia; in Poznan and Pomorze the acts of terrorism were neither so widespread nor so serious as in Upper Silesia; on the other hand, the interference with the free exercise of the voting right was almost more serious."

Dr. Curtius continued:

"In its reply, the Polish Government has thought fit to state that the responsibility for the incidents in Upper Silesia, the great extent of which it does not contest, is to be attributed to a greater or lesser degree to the Germans. In doing so, it is quite plainly referring to political movements in Germany, which are alleged to be directed against the integrity of the Polish State.

"This objection on the part of the Polish Government naturally calls for a reply from me. The invariable attitude of all German Governments hitherto and of the entire German nation in regard to the political questions to which the Polish Government refers is known throughout the whole world. I will not attempt to minimise that attitude in any way. Nor do I here deny it, but one fact is clear—Germany has no thought of attempting to realise these aims by any but treaty methods. The entire German people,

united though they are in their political aspirations, are equally so in their determination to adhere unconditionally to peaceful methods. For this reason alone the discussion of these aims could never be used as a pretext or excuse for the oppression of the minority.

"Furthermore, it is quite untrue to say that the reaction of the Polish people to certain political movements in Germany has spontaneously and independently taken the form of these outrageous acts committed against loyal Polish nationals of German race. The truth is rather that national passions have been exploited and inflamed."

Comparing the situation of the Polish minority in German Upper Silesia with that of the German minority in Polish Upper Silesia, the German representative said that incidents of a really serious character were, in German Upper Silesia, extremely rare. The responsible authorities took the most stringent proceedings against any and all excesses.

He then raised the question whether the assurances given by the Polish Government that judicial proceedings had been instituted in consequence of the Upper Silesian incidents could be considered as an adequate reparation for the wrong done.

"The Council must, however, take all measures that the position may call for in order to ensure that reparation is actually effected. But, even if atonement is thus made for the past, the Council cannot let matters rest there. Precautions must be taken to prevent the recurrence of similar incidents. I have already shown that the most serious danger for the minority in Upper Silesia is to be found in the whole activity of the Insurgents' Union, which is organised on military lines and is in close touch with the higher Government authorities, and whose intrigues are a perpetual and serious menace to the minority. The Council will have to go thoroughly into the question of this organisation and its relations with official circles.

"Unless the guilty officials are ruthlessly punished without respect of persons, unless the system is changed, unless in the administration some personal guarantee is given for the impartial observance of the regulations for the protection of minorities; unless the perpetual menace of unions and associations, whose spirit and aims are directly antagonistic to the principles proclaimed by the League for the protection of minorities, is removed, there will always be a danger that the minorities will be deprived of the rights and protection to which they are entitled. The Council will have to take action in accordance with these principles."

The Polish representative, M. Zaleski, replying to Dr. Curtius, began by recalling what he considered as "the doctrine of the League of Nations with regard to the protection of minorities," saying, "the very essence of this doctrine is that all provisions adopted in this connection tend to ensure the defence of the lawful interests of minorities, while keeping constantly in view the ideal of peaceful co-

operation and improved relations between minorities and majorities."

He drew attention to the fact that according to the Volksbund's memorandum an improvement had taken place in the situation of the German minority in Silesia between September, 1928, and October, 1930. If, after that, the relations between the Polish majority and the German minority had become so embittered, this was, as stated by the Volksbund, a consequence of the speech of the Minister of the Reich, Treviranus, in August, 1930. Upper Silesia, M. Zaleski said, was a region of great mental tension, which immediately reacted to the least threat against the territorial integrity of Poland. Whenever, on the other side of the frontier, a campaign was started to create the impression that Upper Silesia's reversion to the mother country might only be temporary, the population became anxious and restive. Incidents then occurred which the Polish Government was the first to deplore, and which it always, without outside pressure, endeavoured to settle. To safeguard the lawful interests of the minority, M. Zaleski added, it was sometimes necessary to protect them from their recognised protectors.

"Dr. Curtius has just said that he did not disavow the speeches made against the intangibility of the Polish frontiers. I do not need to say that the territorial integrity of Poland is beyond doubt. Declarations such as those to which we have just listened can only envenom the relations between the nations and prejudice the cause of minorities."

M. Zaleski then referred to the position of the Polish minority in Germany which, apart from the minority in Upper Silesia, lacked all international protection, and from an educational point of view was not living "under perfect conditions." Dealing with the specific cases set forth in the Volksbund's memorandum, the Polish representative said: "The Polish Government does not deny that a number of regrettable incidents occurred. Without awaiting the discussion of this matter by the Council, it has taken the necessary steps." He then gave details of the measures which the Polish Government had taken of its own accord. He drew the Council's attention to the fact that Upper Silesia, like the rest of Poland, had been passing through an exceptionally acute electoral period. There had been a keen struggle between the parties, and in the campaign political questions had taken precedence over national questions. Disturbances had occurred, but the Polish representative wondered whether the situation was much better in certain other countries; for instance, in Germany, he said, "the elections cost a considerable number of

lives." There was, he added, a disproportion between the incidents which had actually occurred in Silesia and the interpretation placed upon them. The immense majority of cases were matters merely for the magistrates. Some persons had been killed, but they were members not of the minority but of the majority. If the incidents were viewed in a just perspective they were neither worse nor more numerous than most local conflicts that frequently broke out during an election campaign. The Polish representative then protested against the reproach that the Polish Government had deprived the German minority of a considerable part of its votes. The Warsaw Supreme Court was competent in this matter, and the minority itself had, by approaching the competent judicial authorities, chosen the path suggested for the settlement of the electoral questions. As regards the Insurgents' Union, this was an association of ex-service men, whose patriotism was particularly sensitive "and, so to speak, explosive"—hardly exceptional among associations of ex-service men. The Voivode of Silesia was the honorary president of the Insurgents' Union, as he was president of a whole series of other associations. Moreover, the Insurgents' Union had decided to bring a suit for slander against the representatives of the minority, and the Voivode would thus have an opportunity of proving his assertions with regard to the activity of the Union.

As regards the three conclusions contained in the Volksbund's memorandum, M. Zaleski said :

"I have no hesitation in saying that I accept the principle of these conclusions. The incidents in connection with which the memorandum affirms that Articles 75 and 83 of the Geneva Convention have been violated, are primarily offences against Polish legislation, and proceedings have been taken against the offenders. Again, in conformity with the second of the conclusions in the memorandum, severe penalties have been inflicted on the officials incriminated. Indemnities have been allowed in all cases where it has been proved that real damage has been done.

"As regards conclusion No. 3, concerning the Insurgents' Union, I wish to declare that, to my knowledge, this union occupies no special or privileged position. In its anxiety to maintain public order, my Government will not tolerate any effort on the part of a private association to arrogate special rights or occupy a dominant position.

"Finally, I wish to reassure the Council that the policy of my Government is imbued with the desire to further, by all means in its power, pacific collaboration between all the inhabitants of our country, whatever their race or religion. . . .

"The Polish Government will use every means to bring about peace and tranquility in Upper Silesia. It has acted with severity, and will

continue to do so relentlessly, against all the instigators of disorder, whatever their origin."

The German representative spoke again after M. Zaleski. He emphasised the paramount importance of the question of open and non-secret voting. "Certain political parties," he said, "had endeavoured to force members of the German minority to vote by public ballot and not make use of their right of voting secretly." Another point was that armed members of the Insurgents' Union had been stationed near the ballot boxes. In these circumstances, it must be concluded that there were no free elections. The decrease of the number of German votes was abnormal. Between May and November, 1930, the number had decreased by one half. Dr. Curtius expressed the view that the Council should not content itself with inquiries instituted by the Polish authorities; it should itself conduct an inquiry into the system which led to these results.

Dr. Curtius thought that the Council should also inquire into the acts of violence. He then drew attention to the hostile attitude of the Insurgents' Union and of the Voivode towards the German minority, quoting several examples to prove "the unfortunate influence exercised by the Voivode . . . the leading spirit of the agitation against the minority in Eastern Upper Silesia." He denied that the acts of violence committed in Polish Upper Silesia were provoked by the treatment inflicted on the Polish minority in Germany. If the number of minority schools in Poland were higher than in Germany, this was, he said, because the Polish minority in Germany preferred to send its children to the German schools. The Polish minority in Germany enjoyed perfect freedom of voting. He added :

"I should have been wanting in courage if I did not reply to M. Zaleski's arguments concerning the political movement in Germany, by stating frankly this morning the German people's view with regard to the intolerable position in which it is placed in many matters, particularly in the eastern regions, and in speaking as I did, frankly and clearly, I did not in any way envenom our present discussion. I may refer to what was once said by M. Briand, who stated that the League should deal with all questions that really concern the different nations, however delicate those questions may be. In regard to the political movement in Germany, I repeat what I said this morning. I stated clearly that the German people were averse to using any but pacific means to attain their objects."

He added that there was a general movement in the former German territories ceded to Poland, the purpose of which was gradually to eliminate the German element.

Dr. Curtius noted with satisfaction that the Polish Government acknowledged that there



had been an infringement of Articles 75 and 83 of the Geneva Convention; he concluded that the Council would have to see that compensation and reparation were really made, and take the necessary steps to prevent the recurrence of similar events.

The Polish representative, M. Zaleski, said that it was unnecessary for him to reply in detail to the various questions raised by the German representative. If acts of injustice had been committed "they would be made good." He considered as legitimate the propaganda of the political parties in favour of the public ballot. He then read a decision rendered by an administrative court at Breslau, rejecting as "at variance with good conduct" an application for the opening of a Polish school in German Upper Silesia. This decision was subsequently cancelled by a higher court, and the Polish representative said that he had mentioned this matter merely to show that "even on the German side the local authorities sometimes made mistakes which had to be corrected afterwards. That was exactly what had been done in Poland."

At a later meeting the Japanese representative, M. Yoshizawa, submitted a report on the position of the German minority in the Voivodies of Silesia, Poznan and Pomorze. The report, which was adopted by the Council on January 24th, 1931, reads as follows:

I. The German Government in three notes, two of which refer to the position of the German minority in the Voivodie of Silesia, and one to the position in the Voivodies of Poznan and Pomorze, and the "Deutscher Volksbund," in a petition concerning the Voivodie of Silesia, have acquainted the Council of the League of Nations with a series of facts and circumstances which they allege constitute infringements, either, as regards the Voivodies of Poznan and Pomorze, of the provisions of the Polish Minorities Treaty, or—as regards the Voivodie of Silesia—of the German-Polish Convention on Upper Silesia. The contention put forward in these various documents is that, during the elections held in Poland in November, 1930, the German minority was by various means prevented from electing its representatives freely. This result is said to have been obtained either by attacks on the free exercise of electoral rights, or by attacks on the persons and property of members of the minority, which tended to create a state of terror. I think it would be advisable to consider these two elements in the question separately.

II. The German Government's three notes contain a whole series of assertions concerning the abnormal conditions under which electoral rights are said to have been exercised by the German minority, and concerning the direct attacks alleged to have been made on those rights by the very authorities whose duty it was to see that they were freely exercised. The German Government is of opinion that this procedure on the part of the Polish authorities was directed

against the minority, and did in fact result in a decrease in the parliamentary representation of the German minority.

The Polish Government, by its note of January 6th, and by the speeches made by its representative in the Council at the meeting on January 21st, has submitted a whole series of considerations to explain that this decrease in the parliamentary representation of the minority is due to causes entirely unconnected with those mentioned by the German Government. The Polish Government does not deny that incidents may have occurred, and it explains that the electoral organisation provides for special bodies of a judicial character for determining all responsibilities connected with the exercise of electoral rights. I should like to point out, moreover, that the "Volksbund" in its petition states that the attacks on the free exercise of electoral rights, properly so-called, have formed the subject of claims addressed to the national judicial authorities, and it expressly reserves the right to submit a special petition on this subject to the Council of the League of Nations. It is true that, as regards the Voivodies of Poznan and Pomorze, we have no explicit statement of the same character, but I think we might well assume that events may take a similar course in those two Voivodies. Under these circumstances, I think that the Council would act wisely if, for the moment, it refrained from taking any decision on the substance of the information which has been supplied to it and of which it takes note; the political aspect of this question, the only aspect we can consider at present, is dealt with in the last part of this report.

III. I should now like to consider the second element in the question, namely, that relating to the attacks alleged to have been made on the persons and property of members of the minority. The "Volksbund" petition gives a detailed account of 255 cases of this kind. I do not think I should now enter upon a detailed consideration of these cases. No one has denied that attacks of this kind took place, and that such attacks were sufficiently serious and widespread to justify the conclusion that there was, in numerous cases, an infringement of Articles 75 and 83 of the Geneva Convention. I would add, moreover, that the Polish Government at once opened an inquiry into this matter. These are the first points which the Council should note.

But, as the representative of Germany said in his speech before the Council, the decisive factor in this matter is the attitude of the authorities. In this connection I shall venture to draw a distinction between what I might call direct responsibility and indirect responsibility in the matters with which we are concerned. As to direct responsibility—the Polish Government has informed us that all the cases mentioned in the "Volksbund" petition have been the subject of thorough inquiry. We are told that as a result of those inquiries, 125 cases were brought before the courts, that in 28 cases the Public Prosecutor of the Republic instituted proceedings, and that in 10 of these the competent courts have already pronounced judgment. It is stated that disciplinary action has been taken against 17 officials, and that 9 have been reprimanded. In 83 cases of minor importance the inquiry is still in progress. In 41 cases the authorities have, for various reasons, had to stop the proceedings. I think that the Council might take note of this series of



measures adopted by the Polish Government. Further, the Council will desire to receive from the Polish Government, before its next session, a complete and detailed statement of the results of the inquiries ordered in these different cases, and also of any penalties imposed and measures for compensation that may have been taken in consequence of these inquiries.

IV. I am fully aware of the particularly delicate character of anything relating to indirect responsibilities. I should like in the first place to emphasise the great importance that, in regions like the Voivodie of Silesia, should be attached, in the interest not only of internal consolidation but also of international peace, to the avoidance of anything that might directly or indirectly help to excite men's minds or arouse passion. It is obvious that, for the authorities, this involves responsibilities and obligations which are particularly heavy, and which demand of them a scrupulous respect for the rights of minorities and a broad spirit of understanding.

In particular it is essential that the authorities, whoever they may be—and the more highly placed the authority, the more imperious its obligation—should not in any case be suspected of taking part in political struggles, particularly when these struggles assume a minority character. Further, the documents which have been submitted to the Council, and the discussions which have taken place at this meeting, lead to the impression that the association called the "Insurgents' Union" is actuated by a spirit which is certainly not calculated to facilitate a rapprochement between the two elements of a population whose reconciliation is one of the conditions of the political consolidation of that part of Europe. It is obvious that in regions like Upper Silesia, with a mixed population, no association with an accentuated national tendency should enjoy a privileged position of such a kind as to prejudice the interests of a minority. It would therefore be desirable that, in order to achieve this aim and in the absence of other means, the Polish Government should take the steps required to remove any special connection that might exist between the authorities and associations engaged in political activities, such as the association just referred to. It is, in any case, essential that the German minority in the Voivodie of Silesia should regain that feeling of confidence which, unfortunately, seems to have been profoundly shaken, but without which it would be impossible to establish between the minority and the State that co-operation which, in the Treaties and the resolutions of the Assembly and the Council of the League of Nations, constitutes a duty equally imperious for the State and for the minority concerned. The Council will certainly desire to be informed, in due time before its next session, of any decisions which the Polish Government may have felt right to take in this matter.

If the Council agrees with the point of view expressed in this report, it might adopt the following draft resolution:

"The Council adopts the present report by the representative of Japan."

The report having been approved, the President, Mr. Henderson, congratulated the Council, especially its two members most closely concerned, upon the results obtained.

He expressed his satisfaction that the system of the protection of minorities, now a part of the public law of Europe and of the world, had been so firmly upheld by the Council. Questions concerning the application of the minority treaties were, he said, not national questions, they were international questions; they were League of Nations questions; they were questions in which all had a common duty and a common interest.

Mr. Henderson then appealed to the majority in Upper Silesia to recognise that it was not in its true interests to suppress the rights of the minority; to the latter he appealed to recognise that it was in its true interests to work loyally with the Government under which it lived. A conscious effort of that kind could lead to the best results as, for example, in Switzerland.

Mr. Henderson concluded by expressing his conviction that this action of the Council marked the beginning of a new and final effort to give permanent shape to the system established by the minority treaties of 1919 and the Upper Silesian Convention.

\* \* \*

The Council then dealt with several individual petitions concerning the protection of minorities in the Voivodie of Silesia.

(a) *Appeal of the Deutscher Volksbund concerning the non-admission of sixty German children to the Minority Schools in Polish Upper Silesia.*—On the proposal of the Rapporteur, and in accordance with the conclusions reached in September, 1930\*, the Council decided to seek the advisory opinion of the Permanent Court of International Justice on the question: "Can children who were excluded from the German minority schools on the basis of the language tests provided for in the Council's resolution of March 12th, 1927, be now refused access to these schools for the same reason?"

(b) *Appeal of the Deutscher Volksbund concerning the case of Madame Martha Berger of Urbanowice.*—This question concerned the non-admission of the petitioner's daughter to a minority school. As stated by the Rapporteur, misunderstandings or doubts had arisen in connection with the declarations made by Madame Berger before the Polish authorities as to the language spoken by herself and her daughter. The Polish Government having informed the Rapporteur that Anna Berger would be transferred to the Holdunow minority school, provided Madame Berger submitted a fresh application, the Council confined itself to noting this statement.

\* See Monthly Summary, Vol. X., No. 9, page 186.

(c) *Case of M. Paul Michalik.*—A request of the petitioner to be allotted a hectare of land in the colonisation of Studzionka had been refused by the Polish authorities. Later the Polish Government had offered the petitioner a lot of one hectare, fifty-two ares, which had become free. This offer he had declined on the grounds that the lot did not suit him. The Council confined itself to noting this information, the Polish Government having taken the petitioner's request "satisfactorily into account."

(d) *Appeal of the Deutscher Volksbund concerning the case of M. Paul Besuch of Czernica.*—A meat inspector, M. Besuch, having been dismissed by the Starostei of Rybnik, the Deutsche Volksbund maintained that the termination of his employment was due to the fact that he belonged to the German minority. The President of the Upper Silesian Mixed Commission, unable to obtain certain documents from the Polish authorities, did not feel competent to give an opinion as to whether M. Besuch's dismissal constituted an infringement of Article 75 of the Upper Silesian Convention. As the Polish Government had not submitted any observations on the matter, the Council was not in a position to express an opinion on it, but it hoped that the question of the communication of documents to the President of the Mixed Commission might be settled by common agreement between the President and the competent authority.

(e) *Petition from Madame Pauline Soek concerning the admission of her son to the Ruda Minority School.*—In this petition, Madame Soek explained that her failure to send her child to school, for which she had been fined and put in prison, was due solely to the delays of the competent authorities in dealing with her

application for the admission of her child to the minority school. The Polish authorities had expressed their intention of granting the petitioner generous pecuniary compensation, and the Polish representative said that he would inform the Rapporteur of the effect given to this decision.

(f) *Petition from M. Wiesner concerning his dismissal and that of five other employees, members of the German minority, by the management of the Koenigs and Laurahütte.*—This petition had already been before the Council in January, 1930.† The Rapporteur expressed the view that the allegations made by the petitioner, as they appeared in the document submitted to the Council, did not prove that his dismissal was due to the fact that he belonged to the German minority. The Council, accordingly, confined itself to noting the observations of the Polish Government.

(g) *Petition from the Prince of Pless concerning the situation of his father's landed property in the Voivodie of Silesia.*—The Council was informed by the Polish representative that the petitioner and the Polish authorities were in direct negotiation on this subject. It therefore postponed the matter to its next session.

\* \* \*

As regards the general question of the protection of minorities, the Council, on the proposal of its President, and in agreement with the Yugoslav representative, who had raised this point, decided to postpone its examination of the interpretation of its resolution of June 10th, 1925. The Yugoslav and Polish representatives, during their terms of office as President of the Council, had been of the opinion that this resolution should be applied not only to the examination of the substance of petitions, but also to the question of their receivability.

## IX.—POLITICAL QUESTIONS.

### I. POLISH-LITHUANIAN RELATIONS.

At its September session last year, the Council requested the Polish and Lithuanian Governments to enter forthwith into direct negotiations for the restoration of order and tranquillity along the Polish-Lithuanian Administrative Line.\* These negotiations took place at Berlin and Geneva from December 15th, 1930, to January 20th, 1931. The discussion bore upon two draft agreements for the settlement of incidents or conflicts arising out of the supervision or the crossing of the Administrative Line and a draft arrangement concerning the joint utilisation of the fluvial sectors of the line.

\* See Monthly Summary, Vol. X., No. 9, page 187.

The parties did not succeed in reaching agreement on the first two drafts, and the report of the Polish and Lithuanian plenipotentiaries, with three annexes, was communicated to the Council.

The Council decided to postpone its consideration of this question until May. The rapporteur, the Spanish representative, expressed the hope that, before that date, the parties would have concluded an arrangement for the utilisation of the fluvial sectors of the line which would enable the Governments concerned to inform the Council in May that they had also reached an agreement for the prevention and settle-

† See Monthly Summary, Vol. X., No. 1, page 17.

ment of incidents and conflicts in these districts. \* \* \*

At its September session the Council had received a report from the Transit Committee on the obstacles to freedom of transit caused by the present state of the Polish-Lithuanian relations. After examining the technical and legal aspects of the question, the Committee expressed the opinion that the transit traffic should be resumed on the Niemen and also on the Landwarow-Kaisiadorys railway line. At this session, after a debate in which the Chairman of the Transit Committee, the Lithuanian, German and Polish representatives and the President of the Council took part, the Council was informed that, as regards timber floating on the Niemen, the question might be regarded as virtually settled; but since the Lithuanian representative did not agree to the interpretation given of Article 23 of the Covenant, according to which Lithuania was obliged to open the Landwarow-Kaisiadorys line to international traffic, the Council, on the report of the Spanish representative, decided to seek the advisory

opinion of the Permanent Court on the following question:

Do the international engagements in force oblige Lithuania in the present circumstances, and if so in what manner, to take the necessary measures to open for traffic the Landwarow-Kaisiadorys railway sector?

## 2. MEMEL.\*

In the course of its examination of the application of the German Government with regard to the situation in the Memel territory,† the Council was informed by its rapporteur that the most urgent questions regarding this territory had been settled. The elections had taken place in a regular manner, and a directorate had been appointed whose President and members enjoyed the confidence of the Diet.

On other questions, however—mainly of a legal and financial character—differences of opinion still existed, and the Council, after an exchange of views between the Lithuanian and German representatives and the rapporteur, decided on the proposal of its President to postpone this matter until May.

## X.—SOCIAL AND HUMANITARIAN QUESTIONS.

### I. TRAFFIC IN OPIUM.

#### (a) *Fourteenth Session of the Opium Advisory Committee.*

The Opium Advisory Committee met at Geneva on January 9th, and was still in session at the beginning of February.

M. de Vasconcellos (Portugal) was elected Chairman and M. Bourgois (France) Vice-Chairman. The Committee decided to sit in public, reserving its right to hold private meetings if necessary.

This was the first meeting of the Committee as newly composed. In accordance with a recommendation of the tenth Assembly, with a view to the more adequate representation of non-manufacturing countries, seven further States have been asked to send representatives, namely, Austria, Belgium, Egypt, Mexico, Poland, Spain, and Uruguay. The Committee is, therefore, composed as follows: Dr. Bruno Schultz (Austria); M. Carnoy (Belgium); M. Cortadellas (Bolivia); Dr. Woo Kaiseng (China); T. W. Russell Pacha (Egypt); M. Gaston Bourgois (France); Dr. Kahler (Germany); Sir Malcolm Delevingne (Great Britain); Sir John Campbell (India); Dr. S. Cavazzoni (Italy); M. Sato (Japan); M. Castro Leal (Mexico); M. W. G. van Wettum (Netherlands); Dr. W. Chodzko (Poland); Dr. Augusto de Vasconcellos (Portugal); M. Julio Casares (Spain) Prince Damras (Siam);

Dr. Carriere (Switzerland); M. A. de Castro (Uruguay); M. C. Fotitch (Yugoslavia); Mr. J. Kenneth Caldwell (United States); and Mr. Lyall and Mr. Sirks (Assessors). The Turkish Government having been invited to send a representative, Chevert Fouat Bey, Turkish Consul at Geneva, also took part in the work of this session.

The agenda included the important question of the preparation of the international conference for the limitation of drug manufacture, on which the Committee had to report to the Council as soon as possible.

Other items on the programme were the seizures effected during the last year and the general position as regards the illicit traffic, annual reports of Governments, the general operation of the system of supervision established under the Geneva Convention; the situation in the Far and Near East and in Latin-America.

The work of the Committee in connection with the Conference on the Limitation of Drug Manufacture is summarised below. The other items on the agenda will be dealt with in the next number of the Summary.

#### (b) *Limitation of Drug Manufacture.*

The report and draft convention submitted by the Opium Advisory Committee on the subject of the limitation of drug manufacture

\* Rapporteur: the Norwegian representative.

† See Monthly Summary, Vol. X., No. 9, page 187.

were considered by the Council on January 24th. It was decided to forward both documents to the Governments invited to the General Conference on the Limitation of Drug Manufacture, which will open on May 27th.

In September, 1929, the Assembly had unanimously recommended the establishment of a system for the limitation of drug manufacture, and had requested the Opium Advisory Committee to prepare plans which would be submitted to the manufacturing and consuming countries.

In January, 1930, the Committee prepared a plan of limitation. In May of the same year the Council approved this plan as a practical basis for the work of the Conference, and forwarded it to Governments for their observations.

The fundamental points of this plan were as follows :

1. The world manufacture of narcotic drugs should be limited each year to a specific quantity, on the basis of the estimates to be supplied by all countries of the quantities of narcotic drugs required each year for medical and scientific purposes ;

2. The fraction of this total quantity to be manufactured by each of the manufacturing countries should be fixed in advance by means of agreements concluded between them according to a system of quotas ;

3. The necessary arrangements should be made to provide each country with supplies of narcotic drugs up to the amounts indicated in its estimates, from whatever countries it might prefer.

In addition, the Advisory Committee thought it important for the success of the Conference that Governments of manufacturing countries, or the manufacturers themselves, should consider in advance the allocation of the quotas and arrangements for ensuring the proper distribution of the drugs produced among the consuming countries.

A preliminary meeting of manufacturing countries was held in London in October and November, 1930. On the basis of the observations of Governments on the limitation plan submitted by the Council and the decisions of the London Conference, the Committee has now drawn up a draft convention for submission to the May Conference.

In preparing this Convention, the Committee took as basis a draft convention submitted by the British delegate, aiming at the carrying into effect of its own plan of limitation, elaborated in greater detail by the London Conference. The view was expressed that the fact that this draft was taken as a basis did not

preclude the simultaneous examination of other plans, such as that of Mr. C. K. Crane,\* if such plans were likely to constitute an improvement.

The draft convention comprises thirty-one articles and an annex (Regulations). The contracting parties state in the preamble that they have decided to conclude a Convention with a view to supplementing the Hague and Geneva Opium Conventions by facilitating the limitation of drug manufacture to the world's legitimate requirements, and by regulating the distribution of drugs.

Article 1 defines the technical terms used in the Convention (narcotic drugs, morphine, diacetylmorphine, cocaine, crude cocaine, manufacture, estimates, conversion total, consumption total, internal total, world total, export total, converting countries, exporting countries, manufacture quota, etc.). Article 2 states that the parties will make the necessary arrangements to secure the application of the Convention. Articles 3, 4, 5, 6 and 7 deal with the question of the estimates of requirements to be furnished by the parties. Article 8 deals with the distribution of quotas. Article 9 fixes the period of validity of the quotas at two years. Article 10 concerns the procedure for the revision of quotas. Article 11 lays down in principle that no country may manufacture or convert drugs for its own consumption unless it is a manufacturing or converting country, but provides that a country may manufacture or convert any given drug during a period of one year, and during this time to be considered as a manufacturing or converting country. Article 12 lays down the totals for internal consumption that may be manufactured in any given country in the course of a year. Article 13 deals with export ; Article 14 with imports for re-exportation and with the re-exportation of any drug thus imported ; Article 15 with the case of an exporting country receiving during the year orders for quotas exceeding its fraction of the export total for the year ; Article 16 with that of a country which manufactures small quantities for export, but is not an exporting country within the meaning of the Convention.

Article 17 deals with imports and prohibited imports. Article 18 lays down that the regulations contained in the annex shall be applied in order to facilitate the execution of the Convention ; Article 19 provides that States which have not acceded to the Geneva Opium Convention shall apply the provisions of the latter concerning the internal control of manu-

\* Transmitted in 1928 by the American Government through the Netherlands Government as likely to interest the parties to the Hague Convention.

factured drugs, the control of the international traffic, and the Permanent Central Board.

The drafting of Article 20 (control of prices) was left to the Conference.

Article 21 concerns the utilisation of seized drugs. Article 22 lays down that the parties shall apply the provisions of the Geneva Convention to all morphine derivatives not covered by that Convention.

Articles 23-31 contain the formal clauses.

The annex contains the regulations for the estimates to be furnished by States under the Convention, in particular those to be supplied under Articles 3 and 5. It provides for the establishment of a Central Narcotics Bureau to receive all export orders; the bureau will decide whether the order is legitimate, and will issue a certificate stating whether the order or part of it can be carried out. It will keep a register of the conversion and consumption totals for each country and for each drug, of the quota of the export total to be manufactured in each exporting country; of the world total and of the export total for each year, as well as the quantities to be manufactured for export by each manufacturing country during the year; of all orders for the exportation or re-exportation of drugs for which it has issued certificates.

The question of the composition of the central office has been left to the Conference.

At the Council Session the Yugoslav representative pointed out that the provisions of the draft convention went somewhat further than the resolution of the tenth Assembly, which included only the limitation of the manufacture of narcotic drugs covered by Article 4 (b), (c), and (g) of the Geneva Convention. The draft convention on limitation provides for the extension of certain of the provisions of the Geneva Convention to other drugs which the Geneva Convention has not so far covered.

On the proposal of the rapporteur, the Council instructed its President to submit, in agreement with the rapporteur, suggestions regarding the appointment of the President of the Conference. It decided that the Opium Advisory Committee and the Permanent Central Board should be represented at the Conference.

#### (c) *The Permanent Central Opium Board.*

*Eighth Session.*—The eighth session of the Permanent Central Opium Board was held at Geneva from January 3rd to January 9th. Mr. Lyall (British) was re-elected Chairman and M. Gallavresi (Italian) Vice-Chairman for 1931.

The Board examined a table of discrepancies

and a comparative table of statistics for the third quarter of 1930. It also considered the progress report of the Secretary, which dealt with the position as regards the ratification of the Geneva Convention, quarterly import and export statistics, statistics from Soviet Russia, seizures of drugs effected in the various countries since the last session of the Board, the mission of the Secretary of the Board in France, and budget estimates for 1932.

The delay in furnishing quarterly statistics, and in some cases the total lack of such statistics, engaged the special attention of the Board, which considered what should be done in such cases.

Another matter discussed was a draft amendment to Article 10 of the Geneva Convention, proposing a change in the procedure for bringing a substance within the scope of the Convention. The Board decided to forward this draft amendment to the Advisory Opium Committee.

A note submitted by Dr. Anselmino contained an analysis of figures given by certain Governments in regard to their consumption. The Board also discussed discrepancies between the French and English text of Articles 24 and 26 of the Geneva Convention, and decided for the moment to regard the English text as authentic.

In the course of this session, the Board heard the representative of the Turkish Government, Chekhet Fouat Bey, Turkish Consul at Geneva, on the position as regards the traffic in his country. The discussion which followed this statement bore more particularly upon the considerable quantities of drugs mentioned by the Turkish Government as having been exported in 1930 without corresponding arrivals of drugs being notified by the importing countries. The Turkish representative promised to forward to the Board complete details regarding these consignments, so as to enable it to request the importing countries to proceed to an inquiry in their territories.

This meeting was attended by Mr. Lyall, Chairman, M. Gallavresi, Vice-Chairman, Dr. Anselmino (German), Mr. May (American), and Sir Basanta Mullick (Hindu). The next meeting of the Board will open on April 13th, 1931.

*Decisions of the Council.\**—The report of the Permanent Central Opium Board on its sixth and seventh sessions was considered by the Council on January 19th. This report, which contains definite conclusions and recommendations, draws attention to the fact that the statistical information supplied in the attached

\* Rapporteur: the Yugoslav representative.

tables is incomplete, even for countries parties to the Geneva Convention. Information from Southern and Central American States is almost entirely lacking owing to the fact that most of these States are not parties to the Geneva Convention. This situation, the Board considers, is all the more deplorable in view of the importance of co-operation on the part of Latin-America if the desired end is to be achieved.

In view of the alarming dimensions of the illicit traffic, the Board raises the question whether the abnormal consumption of narcotics in certain countries may not be partly due to the leakage into the illicit traffic of drugs ostensibly intended for medical purposes.

The report further draws the Council's attention to the considerable quantities of morphine esters which almost certainly passed into the illicit traffic in 1929.

With a view to giving the utmost assistance to the Central Board, the Council recommended that the Central Board ask all parties to the Geneva Convention :

(a) to state in their annual statistics of seizures the origin of the goods seized on import, and to report how the confiscated substances have been disposed of ;

(b) to report their annual imports and purchases for government purposes ;

(c) to forward their annual statistics within the time limit fixed by Article 22 of the Geneva Convention.

As regards the part of the report dealing with statistics that have not been received from certain parties to the Convention, the Council recommended :

(a) that the annual statistics of seizures for 1929 should be forwarded to the Board ;

(b) that in future the quarterly statistics of imports and exports of narcotics should be supplied to the Board within the time limits laid down in Article 22 of the Convention.

The Council requested the Opium Advisory Committee to consider certain recommendations in order that the questions involved might, if necessary, be submitted to the Conference on the Limitation of Drug Manufacture on May 27th.

#### (d) OPIUM SMOKING IN THE FAR EAST.\*

The report of the Commission of Inquiry into the Control of Opium Smoking in the Far East, which left Geneva on September 4th, 1929, was approved by the Council at its January session.

The despatch to the Far East of a small

commission to review the position as regards the control of opium smoking and the difficulties created by the increasing prevalence of the illicit traffic, was decided upon by the ninth Assembly on the proposal of the British Government. The Commission was appointed by the Council on March 9th, 1929.

The Commission visited Burma, the Straits Settlements, the Federated Malay States, the Netherlands, Indies, Siam, the Union of Indo-China and Kwang-Chow-Wan, Hongkong, Macao, Formosa, the Kwantung Leased Territory, the South Manchuria Railway Zone, and the Philippine Islands, returning to Geneva on May 11th, 1930, after an absence of about eight months. Other territories included in the inquiry were the Unfederated Malay States, Sarawak, Brunei, and British North Borneo. These territories the Commission was unable to visit, the time at its disposal being insufficient for a local inquiry, but it received official information which enabled it to report on these territories.

The inquiry thus covered all the territories in the Far East where opium smoking occurs to an appreciable extent, except China. The Chinese Government, while unreservedly supporting the British proposal, asked that the investigation should not be restricted to the Far East, but should be extended to all countries producing or manufacturing drugs of any kind, and that China should be represented on the Commission. This condition the ninth Assembly was unable to accept.

The report of the Commission is in four volumes, three of which are still in the press.

The first volume contains the report itself, comparative tables, maps, and illustrations. The three other volumes will include detailed memoranda on each territory visited, official documents submitted to the Commission, and laws and regulations on opium smoking in all the territories visited.

The first part of the report deals with the origin and the methods of the inquiry, the second with the general situation with regard to opium smoking.

A special section deals with the main features of Governments' opium policies. To the system of total prohibition of opium smoking existing only in the Philippines, the Commission prefers the gradual suppression of the opium smoking habit by legalising smoking by confirmed addicts and by supplying such smokers with Government opium.

The third part of the report contains a short section for each territory, and describes the system of control actually exercised and the

\* Rapporteur : the Yugoslav representative.

nature and extent of the illicit traffic. It also deals with the measures taken by Governments to fulfil their obligations under the Hague Opium Convention and the Geneva Opium Agreement, and with the difficulties caused by the illicit traffic in the fulfilment of these obligations. The conclusion reached is that the illicit traffic has not prevented Governments from fulfilling their specific obligations, but has made it impossible to fulfil their principal and general obligation—to suppress opium smoking with the least possible delay. In some territories, however, especially those which, owing to their geographical position, are less exposed to the smuggling trade, opium smoking is now better under control than ever before, and its extent is being reduced. The Commission concludes that the suppression of the habit necessitates effective control of the illicit traffic by the limitation of poppy cultivation, as well as by preventive measures against smuggling and the illicit use of opium.

The final part of the report contains the Commission's conclusions and suggestions. The League is recommended to make every effort to help Governments to conclude agreements on lines suggested by the Commission, and to carry out such agreements in co-operation with each other. The recommendations to Governments concern concurrent and progressive measures for the gradual suppression of opium smoking, international scientific research as regards opium smoking, international co-operation in the gradual limitation and control of poppy cultivation, the organisation of systematic propaganda against opium smoking, steps to combat the illicit traffic until the poppy cultivation is limited and controlled, co-operation in the reduction of Government opium prices to a level making smuggling unprofitable, extension of Government monopolies to retail trade, control of individual consumption by the licensing and rationing of all opium consumption, the fixing of a minimum age for smoking (twenty-one years, or, if possible, twenty-five years), a general system of allowing smoking only in special establishments owned and managed by Governments, the strict control of dross, the cure and after-cure of opium addicts, measures to make the budget independent of opium revenue, and the establishment in the Far East, as a part of the Opium Section of the League Secretariat, of a Central Bureau on the opium smoking problem, to distribute information, and to facilitate co-operation between Governments.

When proposing the inquiry, the British Government drew attention to the fact that, under the Geneva Opium Agreement of 1925,

a Conference of the signatories was to meet not later than 1929, and that it would be of great assistance to the Conference if it could base its discussion on a comprehensive review of the situation in the Far East. This review, the Council considered, had been furnished by the Commission's report.

The Council accordingly made provisional arrangements for summoning the Conference during the first ten days of November, 1931. At the invitation of the Siamese Government this Conference will be held in Bangkok; meanwhile, the report will be forwarded to Governments for their observations.

The suggestion of the Commission concerning the possibility of limiting and controlling poppy cultivation was referred to the Opium Advisory Committee.

In the course of the proceedings, several representatives made statements with regard to the position in their respective countries, and the measures taken to deal with the question of opium smoking.

The Persian representative, Hussein Khan Ala, said that, since the report had dealt indirectly with the question of Persian opium, he would point out that certain of the recommendations were already being applied by his Government. The number of opium addicts—not excessive in Persia—was decreasing, and there was reason to hope that in ten years the use of opium would be completely abolished, except for medical requirements.

Referring to a passage in the report concerning the possibility of international financial assistance in replacing the poppy by other crops, the Persian representative said that if, in a not too distant future, by subscribing to the Hague and Geneva Conventions, Persia was obliged to embark on measures of economic transformation necessitating financial aid, his country would bring this to the notice of the League which, in the past, had successfully solved the most difficult economic problems.

The Portuguese representative, M. de Vasconcellos, congratulated the Commission. He made certain reservations as to the possibility for the Government of Macao immediately to make its budget independent of opium revenue.

The India member, Mr. Marshall, also thanked the Commission, stating that the Indian and Burmese Governments would examine the report and forward their comments as soon as possible.

The Chinese representative, M. Woo Kaiseng, who had already protested in writing against certain references to his country contained in the report, developed the view that since the Commission had not visited China it was not



competent to comment upon the internal situation in that country. Moreover, the information contained in the report was based on data from official or private sources in Far Eastern territories other than China.

The present Government had passed laws for the total prohibition of poppy cultivation and smoking. The Chinese Government had done and would always do its utmost to suppress the opium evil in its territory, and saw no reason why it should be held responsible for the smuggling of opium into the territories of its neighbours.

The rapporteur, M. Choumenkovitch (Yugoslavia) drew the Chinese representative's attention to the fact that the references contained in the report had been based on official evidence regarding seizures of large quantities of opium and their origin.

## 2. CHILD WELFARE.

### *Recognition and Enforcement of Maintenance Orders Abroad.*

The proposal of the Child Welfare Committee to undertake a more detailed examination of the whole question of the recognition and enforcement abroad of maintenance orders was considered by the Council on January 19th,\* on the basis of observations from eighteen Governments. One of these Governments, Great Britain, is of opinion that it is not desirable that the Child Welfare Committee should be authorised to proceed to this study on the lines proposed.

Having regard to the gravity of this problem, and the great importance which certain countries attach to its solution, the Council asked the Child Welfare Committee to examine the observations and to present a further report on possibilities of future action.

## 3. SLAVERY IN LIBERIA.

The report of the Commission of Inquiry into the existence of slavery and forced labour in Liberia was considered by the Council on January 22nd.

This Commission was set up by the Liberian Government towards the end of 1929 to ascertain whether slavery or forced labour existed in Liberia as a normal social system. It was composed of three members: Dr. Cuthbert Christy, appointed by the Council at the request of the Liberian Government; Sir Arthur Barclay, ex-President of Liberia, appointed by the Liberian Government; and Dr. Charles Johnson, professor at Fisk University, appointed by the American Government.

When making the desired appointment, the Council contemplated that its action would be

confined to this indirect co-operation in a task not unconnected with the objects of the League Slavery Convention of September 25th, 1926. The consideration of the report of the Commission was included in the Council agenda for January, 1931, at the request of the British Government.

The Commission began work on April 8th, 1930, and submitted its report on September 8th of the same year. During the five months of its mission it heard numerous witnesses, examined a vast quantity of documentary evidence, and travelled through a large part of the territory of Liberia.

Its report deals first with the problem of slavery and analogous conditions, and secondly with forced labour for public and private purposes. The findings of the Commission, in the form of a reply to the "terms and conditions" of the inquiry laid down by the Liberian Government are as follows:

(a) Whether slavery, as defined in the Anti-Slavery Convention, in fact exists in the Republic.

The Commission finds that although classic slavery, carrying the idea of slave markets and slave dealers, no longer exists as such in the Republic of Liberia, slavery as defined by the (1926) Anti-Slavery Convention does exist, insofar as inter- and intra-tribal domestic slavery exists. Pawning is also recognised in the social economy of the Republic.

(b) Whether this system is participated in or encouraged by the Government of the Republic.

The Commission finds that domestic slavery is discouraged by the Government in that any slave who appeals to the courts for release may be granted his freedom on a writ of *Habeas corpus* or upon direct proceedings against his master or owner. Evidence before the Commission showed that in some cases domestic slaves have obtained their freedom upon evidence of ill-treatment.

(c) Whether and what leading citizens of the country participate therein.

The Commission finds that there has been no evidence that leading citizens of the country participate in domestic slavery, but there is evidence that some Americo-Liberians take natives as pawns, and in some instances have criminally abused the system for personal ends by taking women as pawns and using them to attract male labourers to their land.

(d) To what extent compulsory labour exists as a factor in the social and industrial economy of the State, either for public or private purposes, and, if it does exist, in what manner it has been recruited and employed, whether for public or private purposes.

The Commission finds that forced labour has been made use of in Liberia, chiefly for motor road construction, for building civil compounds and military barracks, etc., and for portage. That this labour has been wastefully recruited and used, frequently under conditions involving systematic intimidation and ill-treatment on the part of Government officials, messengers and

\* Rapporteur: the Irish representative.



Frontier Force soldiers. That labour recruited by County Superintendents and District Commissioners for public purposes we find in many instances has been diverted to private use on the farms and plantations of high Government officials and private citizens. That none of this labour has been paid, though paid labour may exist on the plantations; on the other hand, in Maryland some of it has been made to pay large sums to the plantation owners to be released from a term of unpaid and unfed labour.

(e) Whether shipment of contract labourers to Fernando Po under the terms of arrangement with Spain, or shipment of such labourers to the Congo or any other foreign parts, is associated with slavery, and whether the method employed in recruiting such labourers carries any compulsion.

The Commission finds that a large proportion of the contract labourers shipped to Fernando Po and French Gabun from the southern counties of Liberia have been recruited under conditions of criminal compulsion scarcely distinguishable from slave raiding and slave trading, and frequently by misrepresenting the destination.

(f) Whether the labour employed for private purposes on privately owned or leased plantations is recruited by voluntary enlistments or is forcibly impressed for this service by the Liberian Government or by its authority.

The Commission finds that labour employed for private purposes on privately owned plantations has been impressed for this service on the authority of high Government officials. That there is no evidence that the Firestone Plantations Company consciously employs any but voluntary labour on its leased rubber plantations; but this, however, was not always the case when recruiting was subject to Government regulations, over which the Company had little control. That all the Company's labourers are free to terminate their employment at will.

(g) Whether the Liberian Government has at any time given sanction or approval to the recruiting of labour with the aid and assistance of the Liberian Frontier Force or other persons holding official positions or in Government employ, or private individuals have been implicated in such recruiting with or without Government's approval.

The Commission finds that Vice-President Yancy and other high officials of the Liberian Government, as well as County Superintendents and District Commissioners, have given their sanction for the compulsory recruitment of labour for road construction, for shipment abroad and other work, by the aid and assistance of the Liberian Frontier Force; and have condoned the utilisation of this force for purposes of physical compulsion on road construction, for the intimidation of villagers, for the humiliation and degradation of chiefs, for the imprisonment of inhabitants, and for the conveying of gangs of captured natives to the coast, there guarding them till the time of shipment.

At the request of the Liberian Government the Commission made the following suggestions and recommendations:

The policy of the "Open Door."

Extension of education to all alike.

Native policy to be radically reconstructed.

Barrier between civilised and uncivilised to be broken.

Policy of suppression to be abandoned.

Humiliation and degradation of Chiefs to cease.

Re-establishment of tribal authority of Chiefs.

Complete reorganisation of administration of the interior.

Removal of present District Commissioners.

Substitution of European or American Commissioners with assistant Commissioners.

Institution of some form of Civil Service.

Rearrangement of the Political Divisions of the country.

Pawning and domestic slavery to be made illegal as preliminary to total abolition.

Shipment of labourers to Fernando Po to cease.

Road programme to be curtailed.

Much stricter control of Frontier Force soldiers.

Reconsideration of duties of Frontier Force soldiers.

American immigration to be encouraged.

The report of the Commission was forwarded to the League by the permanent delegate of Liberia. This communication was accompanied by a letter commenting upon the findings and furnishing certain details of the conditions in which the Commission's inquiry was pursued. The Liberian delegate stated that his Government had devoted close attention to the Commission's recommendations, and described the reforms already introduced and the improvements which his Government proposed to effect.

The following measures have already been taken:

1. Recasting of native policy, complete reorganisation of the administration of the interior of the country with the assistance and co-operation of foreign specialist officials.

2. Introduction of the policy of "the open door"; abolition of the barriers between civilised and uncivilised citizens, and institution of absolute freedom of trade.

3. The Liberian Government has just asked the United States Government to appoint two special commissioners to assist and to co-operate in reorganising the administration of the interior of the country.

4. All domestic slaves in native tribes have been declared permanently *free and emancipated*, domestic slavery in every form being abolished, declared illegal and prohibited under severe penalties.

5. The pawn system has been completely abolished, declared illegal and prohibited under severe penalties.

6. The system of shipping labour abroad has been completely stopped and abolished, declared illegal and prohibited under severe penalties.

7. The Liberian Government has introduced a number of health measures.

8. The Liberian Government is engaged in devising a plan for giving effect to the other recommendations and suggestions made by the International Commission of Inquiry.

Certain Government officials, including the President of the Republic, Mr. C. D. B. King, and the Vice-President, Mr. Yancy, have resigned. Further measures will doubtless be taken, as the Liberian Government is firmly resolved :

(a) To take account, as far as possible, of all the recommendations and suggestions of the International Commission of Inquiry.

(b) To make every effort to stamp out every vestige of domestic slavery, the pawn system and forced labour, except for public works allowed by the Convention abolishing forced labour, adopted by the International Labour Conference in 1930.

(c) To take steps to promote the intellectual, moral, social and economic development of the country.

In a subsequent communication the Liberian delegate informed the Secretary-General that his Government had instructed him to make the following statement :

"The Government of the Liberian Republic accepts in principle the recommendations made by the International Commission of Inquiry in its report on slavery and forced labour in Liberia, and adopts these recommendations as a basis for regulating any improvement which may be made in the social policy of the Republic, to the full extent of its resources."

Other communications received in this connection included notes from the American Government, dated November 5th and 17th, which the Secretary-General forwarded for information to the signatories of the League Slavery Convention and to the Council, and supplementary information from the Liberian Government.

At the Council meeting the Liberian delegate, M. Sottile, thanked the British Government for proposing that the Council should discuss the report, saying that, if the British Government had not taken this step, the Liberian Government would have done so. He also thanked the Chairman and members of the International Commission of Inquiry. He then made various reservations in regard to the methods of the Commission and its findings. The Commission, he considered, had exceeded its jurisdiction by dealing with the policy of the Liberian Government, the discussion of which the Liberian representative could not permit. Recalling

that his Government had, of its own accord, referred the matter to an International Commission, he admitted that the report had taught it many things of which it was entirely unaware. After raising certain questions as to the legal character of the recommendations, whether they should be considered as binding or merely indicative, M. Sottile repeated that his Government had already proceeded to certain reforms, accepted in principle the recommendations and suggestions as a basis for all improvements in Liberia's social policy, and adopted them within the limits of its powers. Liberia was at present in a most precarious financial situation, and this was largely responsible for present conditions. His Government would, he said, consider with gratitude any definite proposals the League might make with a view to assisting it in applying certain recommendations.

The Chairman of the International Commission, Dr. Christy, said that the conditions prevailing in Liberia were not beyond remedy, provided assistance were afforded the Liberian Government. The report showed that that Government, in spite of its declared intentions, was probably unable, without outside assistance, to find the material means for carrying out the necessary reforms.

As regards certain comments made by the Liberian delegate on the report, he drew attention to the fact that, owing to the exigencies of space, that document contained only a comparatively small part of the records and testimonies received. The Commission had been requested to make recommendations and, obviously, had had to embrace a sphere which exceeded the limits of the slavery and forced labour question alone.

The President of the Council, Mr. Henderson, congratulated the Liberian delegate on the loyal attitude of his Government. The report had shown that there existed in the Liberian Republic a very serious state of affairs. All the Members of the Council were glad that the Liberian Government had requested the inquiry, and they hoped that it would be able to give full effect to the Commission's proposals up to the limit of the financial resources available.

The Council expressed its intention of doing its utmost to assist the Liberian Government in carrying out the proposed reforms. It was, however, of opinion that the execution of the reforms recommended by the Commission must not be subordinated to the granting of material assistance. It therefore endorsed the hope of the British representative that the Liberian Government would immediately put in hand the plan of reform it had drawn up, without awaiting

the result of the investigations to which its request might give rise. It was suggested that the Liberian Government might, *inter alia*, ratify the draft Convention on forced labour adopted in June, 1930, by the International Labour Conference, to which it had acceded.

The Council finally appointed a Committee of the British, French, German, Italian, Liberian, Spanish, Venezuelan and Polish representatives to examine the problem raised by the Liberian Government's request. This Committee will consider in what manner it may be possible to assist the Liberian Government to give effect to the recommendations and suggestions of the Commission of Inquiry, and may, among other matters, examine the question of the administrative assistance necessary for giving effect to the social reforms suggested by the Commission of Inquiry, and also the question of financial and public health assistance with a view to the carrying out of these reforms.

In view of the special interest shown by the United States in the execution of the reforms proposed by the Commission of Inquiry, the American Government will be invited to take such part in the meetings of the Committee as it may deem appropriate.

It was decided to include at once the report of the International Commission of Inquiry in Liberia and all the documents referring to it

in the report to be circulated to the twelfth Assembly, in accordance with the Assembly resolution of September 25th, 1926.\*

#### 4. REFUGEES.

The draft statute submitted by M. Max Huber for the Nansen International Office for Refugees, established by the eleventh Assembly, was approved by the Council on January 19th.†

The organs of the International Office will be the Governing Body and the Managing Committee. The Governing Body will be the supreme authority and generally competent to deal with all questions; the Managing Committee will be responsible for the general direction of the Office and for the execution of the decisions of the Governing Body.

The Office will take over all the assets and liabilities of the High Commissioner for Refugees. It will be entirely responsible for its own work, but will report annually to the Assembly. Its accounts will be audited once a year by the League auditor. The rapporteur expressed the view that on this basis it would be possible to carry on the work in accordance with the *lofty traditions bequeathed to it by its illustrious founder, Dr. Nansen*, and to bring it to a successful conclusion under conditions satisfactory to all concerned.

### XI.—OTHER QUESTIONS.

#### I. VISIT TO CHINA OF THE DIRECTORS OF THE ECONOMIC AND FINANCIAL SECTION AND THE TRANSIT SECTION.

At the request of the Chinese Government, the Council authorised Sir Arthur Salter, Director of the Economic and Financial Section, and M. Robert Haas, Director of the Transit Section, to make a brief visit to China. The former will discuss with the Chinese Government questions relating to the effect of the present world depression on Chinese economic activities, the latter problems of inland waterways and land reclamation.

In its invitation, the Chinese Government expressed the hope that, as a result of this preliminary consultation, it might be possible to establish practical collaboration between the League Technical Organisations and China.

#### 2. THE NEW LEAGUE BUILDINGS.

The League Building Committee met at Geneva from January 26th to 31st. In the absence of the Under-Secretary-General in Charge of Internal Administration, Marquis Paulucci di Calboli Barone, the Chair was taken

by Mr. Butler, Deputy Director of the International Labour Office.

There were further present, M. Bianchi (Italy), M. Bouet (Switzerland), M. Broese (Netherlands), Dr. Kreis (Germany), Mr. Markham (Great Britain), M. G. Peycelon (France).

The Committee considered the question of the allocation of the contracts, and in accordance with a decision of the Secretary-General, placed the order for the main constructional work (levelling, foundations, masonry, cement, building stone, etc.) with a group of contractors

\* The resolution reads:

"The Assembly,

"Desires that the League of Nations should continue to interest itself in securing the progressive abolition of slavery and conditions analogous thereto, and therefore begs that the Council will prepare and communicate to the Assembly every year a document mentioning the laws and regulations which parties to the Convention on Slavery, in accordance with Article 7, will have communicated to the Secretary-General, and that the Council will include therein any supplementary information which the Members of the League may be disposed spontaneously to furnish with regard to the measures taken by them to this end."

† Rapporteur: the Venezuelan representative.

which includes three Swiss firms, a French firm and an Italian firm. The work will begin on February 15th. To speed up the building, the Committee had separated from the first series of works certain levelling operations which have been proceeding for several months.

## XII.—PUBLICATIONS AND LIBRARY QUESTIONS.

### SECOND INTERIM REPORT OF THE GOLD DELEGATION OF THE FINANCIAL COMMITTEE.

After recalling that the interim report, published in September, 1929, had endeavoured to deal with the problem of the *production* of gold and its influence on the general trend of prices, the Gold Delegation states that in the present report it proposes to deal with the problem of its *distribution*. For this purpose it has proceeded to the following classification.

(a) Factors which have determined the distribution of gold in recent years ;

(b) The functioning of the Gold Standard ;

(c) Recent changes in the Gold Standard System ;

(d) Monetary Reforms and Banking Principles ;

(e) Observing that the distribution of gold is one of the factors influencing the purchasing power of money, the Delegation reminds the readers of its report that in normal times this distribution depends upon the relative rate of economic development in different countries, on the monetary systems in force and upon monetary policy. Without describing in detail the recent changes in the distribution of gold, or the causes which have determined those changes, the authors observe that during the last fifteen years, as a result of the war and its immediate consequences, distribution has been largely determined by non-monetary causes of a political and economic nature—and, more especially in recent times, by lack of confidence. At the same time they express the belief that non-monetary causes arising directly from the war and the subsequent period of inflation and stabilisation, should work themselves out. This process may prove to be a slow one, but can be accelerated by the restoration of confidence. So long as confidence is lacking, the influence of monetary policy and the normal operation of the Gold Standard must be restricted. That influence may be rendered more effective if certain reforms which should facilitate the task of currency authorities and help them to economize the use of gold are adopted.

The Committee further considered contracts for heating and ventilation. In consultation with the architects, it considered tenders from several firms or groups of firms which it requested to furnish supplementary information.

The Delegation then proceeds to explain the functioning of the Gold Standard and recent changes which have taken place. These changes include the withdrawal of gold from actual circulation, the generalisation of the so-called gold exchange-standard and of the more general adoption of a rigid percentage reserve system ; the development of open market operations, the growth of New York as a major lending centre, and the narrowing of the gold points.

Certain of these changes have tended in part to economise gold, in part to enhance the demand of it. The gold exchange standard has somewhat complicated the mechanism of the international gold standard system. As a whole the task of Central Banks has become more delicate and more difficult.

On the other hand, forces which lead to international disequilibrium have somewhat changed. Owing to the growth in international indebtedness, and more especially the growth of the short-term capital fund, the influence of capital and interest movements has increased relatively to that of the exchange of commodities. In consequence the whole organisation has become more sensitive and the strains on the gold reserves more frequent.

The authors of the report are, nevertheless, of the opinion that an optimum distribution of the gold available for monetary use may ultimately be achieved if the world comes gradually back to normal conditions and public confidence improves, and proceed to consider the monetary reforms and banking principles which appear to further this aim.

In this connection the Delegation points out that by adopting the gold standard, countries become automatically members of an international system under which they assume a responsibility for an economic and financial policy which will maintain confidence and facilitate the general working of that standard. The automatic application of the mechanism is, however, not adequate, post-war conditions having increased the occasions when the exercise of conscious direction is necessary. Gold reserves play a double part nowadays : they are employed to maintain confidence in the credit-structure of which they form the basis, and are

required to meet possible deficits in the international balance of payments. Such deficits may occasionally be of a temporary character, in which case they may be met by the provisions of short term credits. On the other hand permanent causes of disequilibrium may be operating, and in that case it is of the utmost importance that gold should be allowed to flow from one centre to another, and exercise its full influence until equilibrium has been re-established or normal conditions have been restored by other measures.

With these general principles in mind the Gold Delegation suggests a number of measures for the purpose of achieving a satisfactory distribution of gold, the most important of which are :

- (a) the granting to monetary authorities of the powers necessary to enable them to pursue such credit policy as the circumstances demand ;
- (b) the reduction of the existing minima of gold legally required in the reserves of the Central Banks, granted an international understanding on this subject has previously been reached ;
- (c) the maintenance of the general practice to-day of not putting gold coin into circulation ;
- (d) close collaboration between Central Banks ;
- (e) the improvement of the mechanism for the issue of foreign loans and for promot-

ing international transactions in existing securities.

Points discussed include :

- (a) the principles to be observed by Central Banks in converting foreign assets into gold ;
- (b) the concentration of foreign assets held by Central Banks with other Central Banks ;
- (c) the maintenance of a steady flow of gold, capital, and credit ;
- (d) the removal of artificial restrictions on foreign lending and the limitation of loans to productive purposes ;
- (e) the concentration with Central Banks of the liquid funds both of the State and semi-public financial Institutions ;
- (f) the system of inter-central Bank credits.

The Gold Delegation finally expresses the belief that if the principles laid down therein are generally accepted and applied, a more economical distribution of gold in future years may be secured, granted general political and economic conditions are not such as to create disturbances which no monetary policy can hope to counteract. Such distribution will go far to prevent the magnitude of the supplies of new gold from exercising an influence on the long-term trend of the purchasing power of gold in the future.

### XIII.—FORTHCOMING EVENTS.

February 23rd.—Conference for the Unification of Laws on Cheques, Geneva.

February 26th.—Sub-Committee of the Fiscal Committee, Geneva.

March 2nd.—Meeting of Representatives from Economic Councils and Business Cycle Institutes, Geneva.

March 4th.—Conference of Police Officers, Geneva.

March 16th.—Third Conference for Co-ordinated Economic Action, Geneva.

March 16th.—European Road Traffic Conference, Geneva.

March 31st.—Advisory Committee on Communications and Transit, Geneva.

April 8th.—Executive Committee of the Institute of Intellectual Co-operation, Paris.

April 14th.—Child Welfare Committee, Geneva.

April 21st.—Traffic in Women Committee, Geneva.

April 23rd.—Economic Committee, Geneva.

April 27th.—Governing Body and Permanent

Executive Committee of the Cinematographic Institute, Rome.

April 28th.—Delegation for Agricultural Credits, Geneva.

April 29th.—Committee for the Preparation of a Draft Convention to Strengthen Means of preventing War, Geneva.

May 4th.—Health Committee, Geneva.

May 4th.—Financial Committee, Geneva.

May 5th.—Committee of Inquiry on European Union, Geneva.

May 11th.—Sixty-third Session of the Council, Geneva.

May 20th.—Mixed Committee on Taxation of Foreign Newspapers, Geneva.

May 26th.—Fiscal Committee, Geneva.

May 27th.—Conference on the Limitation of the Manufacture of Narcotic Drugs, Geneva.

June 2nd.—Gold Delegation of the Financial Committee, Geneva.

June 15th.—Permanent Mandates Commission, Geneva.

June 29th.—Conference on Rural Hygiene, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## I. TWENTIETH SESSION.

The Twentieth (Ordinary) Session of the Permanent Court of International Justice opened on January 15th, at the Peace Palace at The Hague, with a private meeting.†

This was the first meeting of the Court as newly composed since the general election of judges by the Assembly and Council in September. The following twelve ordinary judges were present: M. Adatci, Member of the Imperial Academy of Japan; M. Altamira, Professor of Madrid University, formerly Senator of the Kingdom of Spain; M. Anzilotti, Member of the Royal Academy of Italy, professor of international law; Jonkheer van Eysinga, professor of international law, and formerly Netherlands delegate to the League Assembly; M. Fromageot, formerly legal adviser to the French Ministry for Foreign Affairs and member of the French delegation to the Assembly; M. Guerrero, formerly Minister for Foreign Affairs of Salvador, first delegate of Salvador to the League Assembly, President of the Assembly in 1929; Sir Cecil Hurst, formerly legal adviser to the Foreign Office in London and member of the British delegation to the League Assembly; M. Negulesco, professor of law, formerly Roumanian delegate to the League Assembly; Baron Rolin-Jacquemyns, formerly Belgian Minister of the Interior and of Health, and Belgian High Commissioner in the occupied territories of the Rhineland; Count Rostworowski, formerly rector of the University of Cracow (Poland); M. Schücking, professor of international law, formerly member of the Reichstag; M. Urrutia, formerly Minister for Foreign Affairs of Colombia, President of the Senate and first Colombian delegate to the League Assembly.

The three other ordinary judges—M. de Bustamante, former Senator of Cuba, Mr. Kellogg, former Secretary of State of the United States, and M. Wang Chung-Hui, President of the Judicial Yuan of China—were unable to attend.

There was no occasion for summoning deputy-judges.

## 2. ELECTION OF THE PRESIDENT AND VICE-PRESIDENT.

The Court, which at first was presided over by its eldest member, Baron Rolin-Jacquemyns

\* This article has been prepared with the aid of information furnished by the Registry of the Court.

† cf. Rules of Court, Article 27.

(Belgium), elected as President, M. Mineitciro Adatci (Japan,) and as Vice-President, M. J. Gustavo Guerrero (Salvador). The President and the Vice-President will remain in office for three years, *i.e.*, until December 31st, 1933.

## 3. ELECTION OF THE MEMBERS OF THE CHAMBERS.

The Court also elected the members of the Chambers for Labour Cases, for Transit and Communications Cases, and for Summary Procedure.

The following were elected:

*Chamber for Labour Cases.*

*Members:*

M. Altamira (President), Mr. Kellogg, M. Urrutia, M. Schücking, M. Wang Chung-Hui.

*Substitute Members:*

Sir Cecil Hurst, M. Negulesco.

*Chamber for Transit and Communication Cases.*

*Members:*

M. Guerrero (President), Baron Rolin-Jacquemyns, M. Fromageot, M. Anzilotti, Jonkheer van Eysinga.

*Substitute Members:*

Mr. Kellogg, Count Rostworowski.

*Chamber for Summary Procedure.*

*Members:*

M. Adacti (President), M. Guerrero, Sir Cecil Hurst.

*Substitute Members:*

Count Rostworowski, M. Anzilotti.

The Chambers for Labour Cases and Transit and Communications Cases are constituted for three years, that is to say, until December 31st, 1933. The Chamber for Summary Procedure is constituted for one year, *i.e.*, until December 31st, 1931.

## 4. PUBLIC SITTING.

After these elections the Permanent Court of International Justice held a public sitting. The President made the following opening address:

"On January 10th, 1920, the Covenant of the League of Nations came into force; it contemplated the creation of a Permanent Court of International Justice, the task of which would be to hear and determine any dispute of an international character which the parties thereto might submit to it. It might also give an advisory opinion upon any dispute or question referred to it by the Council or Assembly.

Two years later, on February 15th, 1922, at a

memorable sitting held in the same room in which we are now assembled, this Court was inaugurated. A new international institution was thus created; an institution which henceforward was to have an independent life of its own, and was to be the living embodiment of the conception of peace based on law.

The conception endures, and the institution remains, but men change. The judges who at a given moment have the great responsibility and honour of composing the Court—the guardians of this conception for a span of time which, in the life of the institution, will be but an instant—will above all be mindful of their duty of one day passing on to their successors, at all events undiminished and if possible increased, the heritage of confidence and authority which their predecessors, to their lasting merit, have succeeded in winning for the Court in public opinion.

To-day we have reached one of these moments when the guard changes. By the will of the creators of the Court, the term of office of the men who were the first to be called upon to compose it expired with the end of the past year. We have been appointed to continue the work which they began, in order that the life of the institution may be carried on now and in the future when the time comes for us to vacate our seats to others.

It is a sacred duty; the most difficult of all tasks. Accordingly the creators of the Court in their wisdom wished to give the judges called upon to administer the law between nations the moral support afforded by the recollection of a solemn declaration to be made in public and before taking up their duties—that they will faithfully discharge their task.

We, who to-day for the first time take our seats upon the Court, must now proceed to make this declaration, the pronouncement of which will enable us definitively to assume our task."

The judges then made the solemn declaration which, according to Article 10 of the Statute, they must make before taking up their duties; whereupon the President placed the fact on record, and declared that accordingly the Court was once more definitively constituted and ready to enter upon its duties.

##### 5. ELECTION OF THE DEPUTY-REGISTRAR.

M. Julio López Oliván, Deputy-Registrar of the Court, elected in 1928, has resigned to re-enter the Spanish diplomatic service as Minister Plenipotentiary and Director-General of this Department for Morocco and the Colonies, attached to the Presidency of the Council.

The Court accepted his resignation, and thanked him for his services; it appointed M. L. J. H. Jorstad, Head of the Legal Division of the Norwegian Ministry for Foreign Affairs, as successor.

##### 6. REVISION OF THE RULES OF COURT.

On September 25th, 1930, the Assembly adopted the following resolution:

"The Assembly requests the Permanent Court of International Justice to examine the suggestion contained in Part II., paragraphs 1 and 2, of the report of the Committee of Jurists (Document A.45, 1930, V.) which was submitted to and approved by the Council of the League of Nations on September 12th, 1930, and expresses the hope that the Court will give consideration to the possibility of regulating, pending the coming into force of the Protocol of September 14th, 1929, concerning the revision of the Statute of the Court, the question of the sessions of the Court and the attendance of the Judges, on the basis of Article 30 of the Statute as annexed to the Protocol of December 16th, 1920";

the Court began an examination of its Rules, more particularly from the point of view of the indications afforded by this resolution.

##### 7. PROTOCOLS OF SEPTEMBER 14TH, 1929.

The Protocol of September 14th, 1929, concerning the revision of the Statute of the Permanent Court, was signed on behalf of Cuba on January 3rd, 1931. The instrument of ratification was deposited on January 5th with the League Secretariat. This signature and ratification is subject to reservations concerning Article 4 of the Protocol and the amended text of Article 23 of the Court Statute.

##### 8. REGULATIONS CONCERNING THE RETIRING PENSIONS OF JUDGES.\*

Certain questions concerning the amendment of the regulations for the granting of retiring pensions to the Judges and Registrar of the Permanent Court of International Justice were referred by the Council to the Supervisory Commission.

Attention was drawn to these questions by the First Committee of the Eleventh Assembly.

\* Rapporteur: the Italian representative.

*Just Out.*

## INTERNATIONAL COMMISSION OF INQUIRY IN LIBERIA

Communication by the Government of Liberia, dated December 15th,  
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(Ser. L. o. N. P., 1930. VI. B. 6.)

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XI., No. 2.

FEBRUARY, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month: February, 1931</i> . . . . .	39	VII. <i>Social and Humanitarian Questions:</i>	
II. <i>Scheme for European Union:</i>		1. <i>Traffic in Opium:</i>	
1. <i>Participation of non-Member States</i> . . . . .	40	Fourteenth Session of the Advisory Committee . . . . .	50
2. <i>Disposal of European Grain     Surpluses</i> . . . . .	40	2. <i>Slavery and Forced Labour in     Liberia</i> . . . . .	55
III. <i>Reduction of Armaments:</i>		3. <i>Refugees</i> . . . . .	55
Budgetary Limitation . . . . .	43	VIII. <i>Other Questions:</i>	
IV. <i>Legal and Constitutional Questions:</i>		1. <i>Reorganisation of the Secretariat</i> . . . . .	56
1. <i>International Engagements:</i>		2. <i>The Supervisory Commission</i> . . . . .	56
(a) <i>Registration of Treaties</i> . . . . .	45	3. <i>Visit of the Secretary-General         to Latin-America</i> . . . . .	56
(b) <i>Ratification of Conventions</i> . . . . .	46	IX. <i>Publications</i> . . . . .	56
2. <i>Representation of States Mem-     bers</i> . . . . .	46	X. <i>Forthcoming Events</i> . . . . .	57
V. <i>The Technical Organisations:</i>			
1. <i>The Economic and Financial     Organisation:</i>			
(a) <i>Conference for the Unifica-         tion of Laws on Cheques</i> . . . . .	46		
(b) <i>Prevention of Double Taxa-         tion</i> . . . . .	46		
(c) <i>Agricultural Credits</i> . . . . .	47		
(d) <i>The Economic Committee</i> . . . . .	48		
(e) <i>Sub-Committee on Veteri-         nary Measures</i> . . . . .	49		
2. <i>Communications and Transit:</i>			
Air Transport Co-operation . . . . .	49		
VI. <i>Administrative Questions:</i>			
1. <i>Forty-fourth Report of the     Saar Governing Commission</i> . . . . .	49		
2. <i>Danzig</i> . . . . .	50		

### *The Permanent Court of International Justice.*

1. <i>Session of the Court</i> . . . . .	58
2. <i>Revision of the Rules of Court</i> . . . . .	58
3. <i>New Deputy Registrar</i> . . . . .	59
4. <i>Railway Traffic between Lithuania and     Poland</i> . . . . .	59
5. <i>Access to German Minority Schools in     Polish Upper Silesia</i> . . . . .	59

*Annex I.*—Organisations and Commissions  
of the League of Nations . . . . . 60

*Annex II.*—The Permanent Court of  
International Justice . . . . . 82

*All communications relating to the Monthly Summary should be addressed  
to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

February, 1931.

A series of meetings on agricultural, economic, and financial questions were held in February.

A special delegation of the Financial Committee studied the question of agricultural credits. The Economic Committee considered

the results of the agricultural consultation of January, and continued its investigation of certain aspects of the most-favoured-nation clause. Towards the end of the month, two Committees met in Paris to consider the market-

ing of surplus grain crops. A Conference for the Unification of Laws on Cheques opened on the 23rd February, and was still in session at the beginning of March.

Another important meeting was that of the Committee of Budget Experts reconstituted by the Preparatory Commission for the Disarmament Conference, which adopted a report setting forth methods for the publicity and limitation of expenditure on armaments provided in the draft Convention for the Limitation and Reduction of Armaments.

A Committee appointed by the Council met in London on February 27th to consider the problems raised by the Liberian Government's request for assistance in carrying out the

recommendations of the International Commission of Inquiry into Slavery in Liberia.

The Opium Advisory Committee terminated its annual survey of the situation in regard to the illicit drug traffic.

Other meetings were those of the Committee on the re-organisation of the Secretariat (which finished its work), the Supervisory Commission, the Sub-Committee of Veterinary Experts, the Inter-Governmental Refugee Advisory Commission, and a Legal Committee on Danzig.

The communications received in the Secretariat included the forty-fourth report of the Saar Governing Commission and the reply of the Soviet Government to the invitation issued by the Commission of Inquiry on European Union.

## II.—SCHEME FOR EUROPEAN UNION.

### 1. PARTICIPATION OF NON-MEMBER STATES.

The Government of the Union of Socialist Soviet Republics replied on February 6th to the invitation addressed to it by the Commission of Inquiry for European Union. The Soviet Government stated that this communication, together with the material forwarded, had left it "in a state of doubt as to a certain number of questions."

The Soviet Government then informed the Secretary-General that it "had decided to take part in the forthcoming proceedings of the Commission of Inquiry for European Union, while reserving its final attitude to the Commission's future work until it had received the necessary enlightenment and until it had itself studied the Commission and the nature of the unification which the inviting section of the Commission had in view."

The Soviet Government states that in taking this decision it "has been guided by its constant desire to contribute to the success of all steps which, with its help, may be directed towards the consolidation of universal peace and, more particularly, of European peace."

### 2. DISPOSAL OF EUROPEAN GRAIN SURPLUSES.

#### (a) *Meeting for the Disposal of the 1930 Surpluses.*

In accordance with the resolution of the Commission of Inquiry for European Union of January 23rd, 1931, a meeting of representatives of the European grain exporting and importing States was held in Paris from February 23rd to 26th, to study means of disposing of the grain surplus at present available.

Of the twenty-seven European Members of the League twenty-four were represented, namely, Austria, Belgium, Bulgaria, Czecho-

slovakia, Denmark, Estonia, Finland,\* France, Germany, Great Britain, Greece, Hungary, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, the Netherlands, Poland, Roumania, Spain,\* Sweden, Switzerland, and Yugoslavia. The International Institute of Agriculture sent a delegate.

The Chairman of the Commission of Inquiry for European Union, M. Briand, opened the meeting with a speech recalling the object of the meeting. He expressed his conviction that those present, who, as government representatives, had been summoned to discuss the political aspect of the question, would be most desirous of proving that no consideration, however important, could ever make them lose sight of the fundamental necessity of preserving the peace of Europe. The discussion, he was sure, would take place in that spirit of conciliation which was that of the Commission of Inquiry for European Union and of the League of Nations itself, under whose authority the meeting had been summoned. The question at issue, that of the disposal of the grain surplus of the countries of Central and Eastern Europe, was concrete and well-defined. But it was not the technical or economic aspect of the problem that should be placed in the foreground. The veritable prize at stake was the consolidation of peace in that part of the European continent which required protection for a long period to come from the political and social effects of the economic depression.

M. François Poncet (France) was elected President.

The Conference considered information from

\* These countries were represented by an observer.

the Governments of exporting States with regard to the grain surplus available in their countries. The German, Spanish, Belgian, Italian, Swiss, Czechoslovak, British, Danish, French, Greek, Netherlands, and Swedish representatives then described their Government's position as regards the eventual purchase of Danubian grain. The Roumanian, Yugoslav, Hungarian, Polish and Bulgarian delegates then gave information with regard to the quality of their surplus grain.

A Sub-Committee of the exporting States and prospective purchasers was instructed to draft a resolution concerning wheat. The text drafted was adopted by the Conference, with some modifications; it reads as follows:

The Conference, which met at Paris on February 23rd, at the invitation of the Commission of Inquiry for European Union,

Having collected, compared, and exactly determined the figures relating to the surpluses of wheat available until the next harvest in the countries of Central and Eastern Europe,

has noted that those surpluses represent only a small part of the needs of the European countries which import wheat.

It has further noted that both the representatives of the countries which normally buy foreign wheat and those of the countries which do not import foreign wheat or do not usually import wheat from the countries under consideration, are willing to participate to the utmost possible extent in the purchase of the stocks of wheat recognised to be available in those countries or in some of them.

It is therefore convinced that the attitude revealed in the course of its meetings will, in the near future, enable the surplus quantities of wheat to be marketed and disposed of.

As regards the details of the commercial operations which will have to take place and the terms of the contracts which will bind the purchasers to the vendors and will define the conditions governing their transactions, the Conference recognises that, in view of the great diversity of cases, it would be difficult for the Conference itself to prescribe an identical solution for all; but its members, being prepared to reserve a certain proportion of their imports of foreign wheat for wheat originating in the countries under consideration, undertake to initiate without delay the negotiations necessary to enable those transactions to be carried out, and thus to justify to the full the confidence which the Commission of Inquiry for European Union has placed in them. The results of their efforts will be communicated to the Commission of Inquiry for European Union at its forthcoming sessions.

After further discussion, the Conference adopted a resolution concerning maize and barley, and decided to reserve for later examination the question of rye and oats. The resolution concerning maize and barley is as follows:

The Conference has studied in the same spirit the figures relating to the surpluses of maize and barley.

It has noted that these surpluses, which are concentrated in a smaller number of countries, are less as a whole than the aggregate quantities

of European imports needed for the current year.

It has further noted that the importing countries are also prepared, as in the case of wheat, to reserve part of their imports of foreign maize and barley for maize and barley originating in the countries concerned. It has noted with satisfaction that large purchases have already been or are now being made, and that certain countries have taken special measures which, if applied in a liberal spirit, would facilitate the disposal of the stocks of certain exporting countries.

The Conference is of opinion that action similar to that contemplated in the resolution relating to wheat should be taken by the European countries which are concerned in the importation of maize and barley.

The Conference reserved the examination of the question of rye and oats.

The Final Act in which were embodied the resolutions concerning wheat, maize, and barley, as well as a text concerning the reservation of the question of rye and oats, was signed by representatives of seventeen States: Austria, Belgium, Bulgaria, Czechoslovakia, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, Poland, Roumania, Switzerland, Yugoslavia.

The Danish, British, Spanish, Irish, Netherlands, and Swedish representatives stated that they would have to refer the question to their Governments.

#### (b) *General Question of the Marketing of European Grain Surpluses.*

By its resolution of January 21st, the Commission of Inquiry for European Union had provided for the constitution of a Committee to examine the question of the disposal of future European grain harvest surpluses, and to suggest any measures calculated to lead to the desired results, including all customs arrangements.

This Committee met in Paris from February 26th to 28th. It was composed of the representatives of eleven countries—Austria, Belgium, the British Empire, Czechoslovakia, Estonia, France, Germany, Italy, Norway, Switzerland, and Yugoslavia—and was opened by M. Briand, Chairman of the Commission of Inquiry for European Union. M. Briand said:

"You know by experience the numerous difficulties of the problem—the divergency of the interests of purchasers and sellers, price questions the quality of the grain; the difficulties resulting from the narrow limits within which, in most countries, the State can bring pressure to bear upon a free market. But these difficulties have not paralysed the effort which has been made and of which we record with satisfaction the definitely encouraging results.

"It is certain that the mere fact of the approval of certain undertakings cannot bring about the miraculous disappearance of the stocks to be marketed; merchants, sellers, and buyers will have to negotiate the material conditions of the

necessary transactions. But in the international life of Europe, the formal and public assurance given by States purchasing grain already constitutes an accomplished fact, and a veritable guarantee of their definite intention that the wheat of Central and Eastern Europe shall constitute a considerable part of their imports. This will afford the countries with whose situation we are concerned a certain preliminary moral security; for I do not doubt that the promise given to-day will have been fulfilled when the Commission of Inquiry holds its next meeting.

"It is for you, Gentlemen, to complete this work of reconstruction and stabilisation. The questions submitted to you for examination are no longer of a fortuitous, momentary and exceptional character; they come within the sphere of permanent organisation which is definitely a political task. That is to say, that the work before you will demand of your political instinct, of your competence, and of your spirit of co-operation, a conscious and persistent effort of goodwill."

After electing M. François Poncet (France) as Chairman, the Committee considered the relations between European countries and the possibility of special agreements to facilitate the marketing of surplus grain.

M. Stucki (Switzerland), Chairman of the Sub-Committee of the Second Conference for Concerted Economic Action, which examined last November proposals from the agricultural countries of Central and Eastern Europe, with a view to obtaining a preferential régime from European grain-importing countries, made a statement summarising the work and the conclusions of that Sub-Committee.

The Czechoslovak, German, Yugoslav, Austrian, French, Estonian, Italian, British, and Norwegian representatives stated their countries' views on the subject, in particular as regards the conclusion of preferential agreements and the attitude to be adopted with regard to the overseas grain exporters.

The Committee finally adopted a report which will be submitted to the Chairman of the Commission of Inquiry for European Union, and which contains the following passages:

The Committee recognised in the first place that the disposal of surplus European cereals is not merely a European but a world problem, and that a wholly satisfactory solution could be reached only by an understanding between all the parts of the world concerned.

As compared with the pre-war figures, the total cereal-growing areas of Europe have not increased, although the yield is slightly greater. There is no over-production in Europe; there is over-production in the world as a whole, and in view of the circumstances in which that over-production has taken place and the re-entry of Russian cereals into the market, it is clear that the resultant crisis would not settle itself

until after a long lapse of time and at the cost of great suffering.

The Committee therefore considers that it is in the interest of producers in every continent to act together with a view to checking the spread of the crisis.

If, in response to the wish expressed by the Commission of Inquiry for European Union, all the overseas countries concerned agree to take part in the Conference which has been organised by the International Institute of Agriculture, and which is to be held at Rome from March 26th, the latter will provide an early opportunity for the exchange of views which is essential . . .

On this subject the Committee took into consideration the work already accomplished by a Committee of the Conference for Concerted Economic Action held at Geneva in November last, the findings of that Committee as a result of its work being still valid. It also learned that practical attempts on the lines in question were shortly to be made by several European countries, which stated that they intended to carry them out with due reference to the definitions and the safeguards laid down in the Annex to the Final Act of the November Conference.

The Committee then turned its attention to other measures which seemed to it calculated to facilitate the regular disposal of the surplus cereals in question by improving the conditions of sale. In particular it thinks that conditions and costs of transport which limit the area in which these cereals can be disposed of will have to be examined by the national Administrations of the transit and import countries.

These measures—the effect of which, though no doubt limited, would nevertheless be far from negligible—might with advantage be supplemented by banking measures relating to sales and purchases of cereals and methods of payment. Thus it might be possible to contemplate for the discounting of bills a better use of markets in which the rate of interest is low, the warranting of goods and possibly the introduction of the system of negotiable transport documents.

The Committee was also glad to note the progress recently made by exporting countries in the organisation of their exports of cereals. It earnestly hopes that these efforts will be continued.

As regards the purchasing countries it also hopes that statistics will be collected more rapidly and in greater detail, in order to enable available stocks and requirements to be estimated at all times with greater certainty. Closer collaboration between the public services

and private trade would also facilitate and render more fruitful negotiations with the organisations of selling countries.

The Committee desires to point out that several purchasers have expressed the hope that certain kinds of Danubian wheat will be better adapted to the preferences of the milling trade in their respective countries. They stated that action on these lines would undoubtedly lead to increased business and higher prices.

The Committee was most interested to learn that active progress was being made with the preparatory work for the creation of an international institute for agricultural credit. It

awaits with confidence the continuation and completion of that work.

The Committee desires to recommend that, agricultural phenomena being by their very nature liable to change, the problems arising out of the production of and trade in cereals in Europe may, if found necessary and at the most suitable time, be made the subject of further consultations under the auspices of the Commission of Inquiry for European Union.

With reference to the considerations set forth in the first part of the present report, the Committee thinks it might be desirable for it to be in a position to submit a supplementary report after the Rome Conference.

### III.—REDUCTION OF ARMAMENTS.

#### BUDGETARY LIMITATION.

The second session of the Committee of Experts on Budgetary Questions was held at Geneva from February 5th to 28th, under the presidency of M. Jacomet (French).\*

A report submitted by Mr. Pinsent (British) was unanimously approved by the Committee and will be forwarded to the Governments invited to the Disarmament Conference, as decided by the Council at its January session.

The experts were instructed to study methods for the limitation of expenditure on the upkeep, purchase and manufacture of war material for land and naval armaments, and methods for the limitation of the total annual expenditure on land, sea, and air formations on a military basis. They were also requested to examine methods of publicity in connection with such limitation.

In its report, the Committee proposed that a single model statement, accompanied by the necessary instructions, should serve both purposes—publicity and the definition of the expenditure subject to limitation. The draft model statement is divided into three sections: (1) land forces; (2) naval forces; (3) air forces. The section for land forces contains four sub-heads:

(1) Expenditure on personnel normally forming part of military formations and services and on personnel not normally forming part of such formations (persons undergoing preparatory military training, reservists).

(2) Expenditure in relation to transport (horses and other animals, forage, etc.; fuel, oil, petrol, etc.).

(3) Expenditure on immovable material (construction of new fortifications, accommodation for troops, etc.).

(4) Expenditure on war material (arms, ammunition, implements of war, engineering material; manufacture of war material in state establishments which do not possess autonomous budgets).

For each of these sections and sub-heads expenditure is divided into four categories; (1) armed forces stationed in the home country; (2) armed forces stationed overseas; (3) military formations in the home country; (4) military formations overseas.

Naval and air returns are established on similar lines, with the necessary modifications.

As regards methods of publicity, the Committee was reluctantly forced to the conclusion that it was impossible to recommend a system of detailed publicity for categories of material.

The Committee accompanied its draft model statement by instructions in the form of a draft annex to the draft convention adopted by the Preparatory Commission. This annex contains nine articles. The first states that the expenditure to be entered in the model statement must correspond to the true final employment of the amounts involved and comprise the whole of the expenditure on armaments. By Article 2 the parties undertake to adhere as closely as possible to the definition of expenditure given in the following articles, and not to make any change from year to year in their methods of filling in the statement. It is understood that these definitions shall be binding as regards the total cost of each force or the cost of the material limited. Without prejudice to the value of the budget estimates of the different States, the Committee proposes that the limitation of

\* The first session of this Committee, which was appointed by the Preparatory Commission for the Disarmament Conference, took place from December 11th to December 20th, 1930.

publicity shall be based on the payments actually made in each financial year. Article 3 lays down that annual expenditure shall mean the cash disbursements recorded in the appropriation account relating to each year.

Article 4 provides that, in countries where the provision for gross expenditure can be directly ascertained, such expenditure shall be entered in the returns; in other countries the gross expenditure shall be reconstituted by including the expenditure made on the basis of receipts. These rules apply to all receipts in respect either of services rendered or of sales or cession to other authorities of property and material.

When additional expenditure is incurred (Article 5) by armed forces as a result of help given in emergency to the civil population, such additional expenditure may be omitted.

Article 6 states that any grants and loans made to undertakings whose object is to supply articles or render services for purposes of national defence, and any participation in the said undertakings (including the purchase of shares and bonds) shall be deemed to be expenditure on the said articles or services, with the single exception of grants, loans or participations, etc., coming under the head of general, economic, fiscal or social measures or representing purely temporary advances, provided always that these advances are not renewed. All expenditure other than pensions and allowances for loss of office or premature retirement or discharge shall be included in the returns (Article 7). This expenditure includes, for instance, indemnities paid to towns for the withdrawal of garrisons, etc.

Article 8 stipulates that expenditure for the purpose indicated shall be included, whatever the source of the funds from which, or the authority under which, the expenditure is made. Such expenditure will include that incurred out of budget votes, together with supplementary or extraordinary or excess votes (including both the budgets of the defence department and the budgets of other departments), credits carried forward from previous years, credits opened by administrative action, special funds or receipts, including loans raised privately or on the markets or made by other Governments, resources made available by local authorities or by private gift or bequest.

Article 9 adds that the list contained in the annex is intended solely as a general indication, and any new arm or, in general, any expenditure intended for national defence must come within the scope of the model statement, even if not explicitly indicated. To take account of the

difficulties which various countries may experience in filling in the model statement, the Committee proposes a system by which Governments should be authorised to depart from instructions in so far as their administrative practice renders this inevitable, and on the understanding that their methods of filling in the statement are approved by the Disarmament Conference and remain unchanged during the term of the Convention.

When considering the limitation of the actual cash disbursements of each year, the Committee recognised that certain subjects of expenditure not included in the model statement might have an indirect bearing upon the efficacy of the system of limitation. To remedy this disadvantage, the Committee drew up seven tables annexed to the model statement, which constitute a complete system of publicity:

These tables concern:

- (1) Expenditure on pay of reserves;
- (2) Expenditure on shipbuilding;
- (3) Statement of amounts outstanding at the end of the year in respect of expenditure for more than one year;
- (4) Statement of the amount outstanding at the end of the year in respect of purchases on credit or deferred payments;
- (5) Statement of loans made to or participations acquired in enterprises having among their objects the furnishing of goods or services for armaments purposes, where these have been omitted from the model statement on the ground that they do not constitute expenditure on armaments;
- (6) Expenditure in respect of pensions;
- (7) Principal modifications made since the last return in provisions concerning the grant of pensions, the taxation of pay or social insurance or analogous benefits.

While expressing the view that it is possible, for purposes of limitation, to make sufficiently watertight advances of expenditure on land, sea, and air formations, the Committee is nevertheless of opinion that a certain degree of elasticity should enable account to be taken of annual fluctuations in expenditure. It therefore proposes that the limits should apply to the average expenditure of periods of four consecutive years, with the proviso that annual expenditure should not exceed a certain percentage to be fixed for each country by agreement.

The experts were unable to propose an automatic method (such as the arrangement of general or special indices) which would take account of possible fluctuations in the purchas-

ing power of the different currencies and in the price of war material, but they made technical suggestions with regard to the procedure to be followed in examining any request submitted for the re-adjustment of limits following fluctuations in purchasing power.

The Committee pointed out that, although expenditure returns would not provide a basis for the comparison of the armaments of the different Powers, the figures given for each would nevertheless furnish a useful criterion of the development of armaments from year to year so long as administrative methods remained unaltered.

The Committee concluded its report in the following terms:

"The Committee has tried to indicate as fairly

as possible both the technical shortcomings of the system it has suggested and also the technical advantages which are inherent in that system. If the Governments are not only fully aware of those advantages but also on their guard against the difficulties, and prepared to apply the system loyally, the Committee is unanimous in considering that from a technical point of view a satisfactory working of the system can be obtained."

The following took part in the meeting: M. Jacomet (Chairman) (French), Major Dastich (Czechoslovak), Halit Bey (Turkish), M. Ito (Japanese), M. Jacobsson (Swedish), M. Jarvinen (Finnish), Brigadier-General Nenadovitch (Yugoslav), Mr. G. H. S. Pinsent (British) (Rapporteur-General), M. H. Prenen (Belgian), M. C. Tumedei (Italian), M. Worbs (German).

#### IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

##### I. INTERNATIONAL ENGAGEMENTS.

###### (a) *Registration of Treaties.*

The international engagements registered in February included several important multilateral conventions:

The London Naval Treaty (April 22nd, 1930) was registered on February 6th, 1931, at the request of the British Government. The instruments of ratification of the United States, the United Kingdom, Canada, Australia, New Zealand, the South-African Union, India, and Japan were deposited on October 27th, 1930, in London, that of the Irish Free State on December 31st.

The International Convention and Optional Protocol for the Prevention of Counterfeiting Currency (Geneva, April 20th, 1929) were registered on February 22nd, 1931, date of their entry into force.

The Bulgarian Reparations Agreement (The Hague, January 20th, 1930) was registered on February 21st, 1931, at the request of the Bulgarian and Belgian Governments.

Other international engagements registered were:

A Treaty of Judicial Settlement, Arbitration and Conciliation between the Netherlands and Roumania (The Hague, January 22nd, 1930), presented by both parties; a Treaty of Conciliation and Arbitration between Latvia and Lithuania (Kaunas, November 24th, 1930), presented by Latvia; a Treaty of Guarantee and Neutrality between Persia and the Union of Socialist Soviet Republics (Moscow, October 1st, 1927), presented by Persia;

A Convention between Great Britain and Northern Ireland and China concerning the retrocession of Wei Hai Wei, and an Agreement relating to facilities granted the British Navy after the retrocession (Nanking, April 18th, 1930), presented by Great Britain;

An Exchange of Notes between Great Britain and Northern Ireland and Norway concerning the recognition of Norway's sovereignty over the Jan Mayen Island (Oslo, November 18th, 1930), presented by Great Britain;

A Provisional Agreement between Austria

and Persia regulating the relations between them (Teheran, June 17th, 1928), presented by Persia.

An Agreement on frontier supervision between Chile and Peru (Santiago, April 29th, 1930), presented by Peru; an Agreement between Estonia and Latvia concerning the upkeep of the frontier and the use of expropriated zones, and of zones where property rights are limited (Riga, September 5th, 1930), presented by Estonia;

A Convention of establishment, commerce and navigation between Roumania and Turkey (Angora, June 11th, 1929), presented by Roumania; a Commercial Agreement between Latvia and Lithuania (November 24th, 1930), presented by Latvia; an Agreement between Germany and Great Britain and Northern Ireland, Canada, Australia, New Zealand, etc., concerning the German Government's International 5½ per cent. Loan of 1930 (Paris, June 10th, 1930), presented by France; an Agreement between Persia and the Union of Socialist Soviet Republics (Moscow, October 1st, 1927), concerning the exploitation of the fisheries on the Southern coast of the Caspian Sea, presented by Persia;

An Agreement between Denmark and Finland for the reciprocal exemption of shipping profits from taxation (Helsingfors, January 12th, 1931), presented by Denmark;

A Convention between Germany and Czechoslovakia (Hamburg, June 27th, 1930), constituting uniform regulations for the customs sealing of Elbe shipping, presented by Czechoslovakia; a Declaration of the reciprocal recognition of tonnage certificates (Copenhagen, January 16th, 1931), signed by Estonia and Denmark and presented by both parties; a Convention between Poland and Roumania concerning the exploitation of regular air line (Warsaw, May 9th, 1930), presented by both parties;

An Agreement of principle between France and Persia (Tehran, October 18th, 1927), regarding the abolition of the Franco-Persian Convention of 1900 on the monopoly of archaeological research, presented by Persia;

A Treaty between the United States and Norway for the exemption from military service of persons possessing the nationality of both parties (Oslo, November 1st, 1930), presented by Norway.



(b) *Ratification of Conventions Concluded Under the League's Auspices.*

In accordance with the instructions of the eleventh Assembly, the Secretary-General has forwarded to Signatories of League Conventions which have not ratified them within one year from the date of closing of the Protocol of Signature, a list of Conventions with a request for information as to their intentions regarding ratification.

The Assembly expressed the view that it was "of the greatest importance that all steps should be taken to ensure that the Conventions concluded under the auspices of the League of Nations should be accepted by the largest possible number of countries, and that ratifications of such Conventions should be deposited with the least possible delay."

Governments have been asked to reply before July 1st, 1931, so that the information may be submitted to the twelfth Assembly.

## 2. REPRESENTATION OF STATES MEMBERS OF THE LEAGUE.

By a presidential decree of January 28th, 1931, M. Antoine Sottile, Permanent Delegate of Liberia to the League of Nations, was appointed Minister Plenipotentiary, retaining the title of Permanent Delegate.

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M. Woo Kaiseng, Permanent Delegate of China to the League of Nations, was appointed Minister Plenipotentiary at Berne, retaining the title of Permanent Delegate.

## V.—THE TECHNICAL ORGANISATIONS.

### 1. THE ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Conference for the Unification of Laws on Cheques.*

The Second Conference for the Unification of Laws on Bills of Exchange, Promissory Notes and Cheques, opened at Geneva on February 23rd, under the presidency of M. J. Limburg (Netherlands), and was still in session at the end of the month.

Representatives were sent by the following twenty-six countries: Austria, Belgium, Czechoslovakia, Denmark, Danzig, Finland, France, Germany, Great Britain, Greece, Hungary, Italy, Japan, Latvia, Luxemburg, Monaco, the Netherlands, Norway, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey, and Yugoslavia. The United States and Mexico sent observers. The Economic Committee, the International Chamber of Commerce, and the Rome International Institute for the Unification of Private Law were represented in an advisory capacity.

At the opening meeting, the President recalled that this session would be exclusively devoted to the question of cheques, those of bills of exchange and promissory notes having been dealt with at the First Conference (May 13th to June 7th, 1930). He expressed the opinion that present circumstances were particularly auspicious for the purpose, each of the Governments represented being fully alive to the growing desire of the business world to secure a certain amount of unity in the laws relating to cheques, as the divergencies between these laws gave rise daily to complications and

difficulties which were very serious and extremely prejudicial to the interests of merchants and bankers. From their replies to a preparatory questionnaire, it was clear that Governments sincerely desired that a solution should be reached, and were prepared to make any concessions that might be necessary to secure this end.

This Second Conference had been summoned by the Council in accordance with the proposals of a Committee of Experts set up by the Economic Committee. These proposals, together with the replies to the questionnaire, would be taken as a basis of discussion. The President suggested that the Second Conference should adopt the same methods as the first, namely, that it should embody its conclusions in three conventions: a convention providing uniform regulations for cheques, a convention for the settlement of certain conflicts of law relating to cheques, and a convention on stamp laws relating to cheques.

An account of the proceedings will be published next month.

### (b) *Prevention of Double Taxation.*

The second session of the Sub-Committee appointed by the Fiscal Committee to study the principles upon which to base a multilateral convention on double taxation, to which numerous States would be able to accede, met in Rome from February 24th to March 2nd. The draft convention which it drew up deals with industrial and other undertakings operating in several countries, and will be submitted at the next session of the Fiscal Committee, which will open at Geneva on May 22nd, 1931.

The Sub-Committee is composed as follows : M. Sinninghe Damste, Director-General of Taxation in the Hague Finance Ministry (Chairman) ; M. Gino Bolaffi, Director and Chief of Division in the General Department of Direct Taxation, Rome ; Mr. W. D. Carey, Revenue Commissioner of the Irish Free State, and M. Clavier, Director-General of Taxation and of Land Survey at Brussels.

(c) *Agricultural Credits.*

The delegation appointed by the Financial Committee to draw up definite plans for the organisation of international agricultural credit met from February 9th to 14th. It elected as Chairman, M. Ter Meulen (Netherlands).

The delegation is composed as follows :

M. C. A. Ter Meulen, of the firm of Hope & Co., Amsterdam ; Professor Mlynarski, former Vice-Governor of the Bank of Poland ; Dr. Vilém Pospisil, Governor of the National Bank of Czechoslovakia ; Mr. Dudley Ward, of the British Overseas Bank, London (replacing Sir Henry Strakosch). Representing the Financial Committee.

M. Di Nola, Director-General of the *Istituto Italiano di Credito Fondiario*. Representative of the Economic Committee.

M. Van Rijn, Delegate of the Netherlands and the Netherlands Indies at the International Institute of Agriculture. Representing the International Institute of Agriculture.

Dr. Kissler, Director of the *Deutsche Rentenbank Kreditanstalt*.

M. E. Regard, Deputy-Governor of the *Crédit Foncier de France*.

At the opening meeting, the Deputy-Secretary-General, M. Avenol, recalled how the question of agricultural credit had been submitted to the League at the World Economic Conference of 1927, and had come up again recently on the proposal of countries of Central and Eastern Europe. Referring to the preliminary conclusions reached by the Financial Committee, M. Avenol pointed out that, in certain respects, present political conditions seemed to favour the execution of the scheme for the creation of an international agricultural credit institute.

The delegation first proceeded to a general discussion on the feasibility of this scheme. Having reached a favourable conclusion, it discussed the principles by which the proposed organisation should be governed. Agreement was reached on a certain number of principles, as well as on certain questions of procedure. It was decided that the necessary texts should be prepared and that the delegation should hold a second session in March when, on the

basis of these texts, it might be possible to complete a scheme for submission to the Financial Committee in such time as would enable the Council and the Commission of Inquiry for European Union to make the necessary arrangements in May.

At the end of its first session, the Delegation drew up provisional conclusions concerning the principles and methods of organisation in regard to which it had reached agreement. These conclusions are introduced by the following general considerations :

"At its last session, the Financial Committee suggested the creation of an International Institute for Agricultural Credits, by means of which it would be possible to remedy the shortage of capital from which agriculture in Central and Eastern European countries is suffering at present. The delegation it appointed to continue the study of this question has reached the same conclusion. The delegation thinks that, in principle, it is possible, and therefore desirable, to create an international institute to act as an intermediary between agriculturists in Central and Eastern Europe and the money markets.

"The delegation accordingly endeavoured to determine the principles on which the creation and administration of such an Institute should be based.

"As the chief object of the work undertaken is to provide agricultural countries with capital at the lowest possible rate of interest, and as the rate of interest largely depends on confidence, the first aim must be to surround the new Institute with an atmosphere of confidence. To achieve that purpose, Governments may have to be asked to take certain measures of a legislative or financial character which may be necessary to establish the new organisation on a solid basis. Such efforts will carry their own reward if the new Institute is so constructed as to be able to effect a considerable reduction in the rate of interest in borrowing countries. But those countries will not be the only ones to benefit from this economic improvement. It will quite naturally be felt in the industrial countries of Western Europe, for they will find wider markets for their products. Although these countries are less immediately concerned, they may thus reasonably be requested to make a contribution to the common work.

"Although, at the outset, the co-operation of the Governments is indispensable to the creation of the new organisation, it is equally essential that its administration should not be subject to political influences and that its operations should be conducted according to the principles adopted for the management of private business. From this point of view, the effective participation of private capitalists in subscribing for shares and in the administration of the Institute seems desirable, particularly as it will be impossible to refuse to give Governments—from whom favours and privileges of all kinds must be asked to facilitate its working—a certain measure of control over the general policy of the Institute. This control ought, in the opinion of the Delegation, to be exercised through the League of Nations, under whose auspices the Institute should be placed."

(d) *The Economic Committee.*

The thirty-fourth session of the Economic Committee was held from February 17th to February 20th, with M. di Nola (Italian) in the Chair. There were further present M. Schuller (Austrian), Vice-Chairman; M. Casares (Argentine), Sir Sydney Chapman (British), M. Dolezal (Polish), Mr. Eastman (American), M. Elbel (French), M. Ito (Japanese), M. van Langenhove (Belgian), Mr. Lindsay (India), M. Lundvik (Swedish), M. Peroutka (Czechoslovak), M. Posse (German), M. Stucki (Swiss), M. Todorovics (Yugoslav).

The Committee considered the progress of the various inquiries in hand, most of which will be continued. A substantial advance was made in the study of the various aspects of the question of the most-favoured-nation clause, to which the Committee devoted the greater part of this session.

*The Most-Favoured-Nation Clause.*—The Committee continued the study undertaken at its preceding session on the recommendation of the eleventh Assembly of various questions relating to the interpretation and application of the most-favoured-nation clause. Special attention was devoted to the four following points, which the Committee studied with the assistance of representatives of the Danish Government and in the presence of observers appointed by the Finnish and Latvian Governments.

(a) As regards the compatibility or incompatibility of customs quotas with the most-favoured-nation clause, the Committee found after discussion that the differences of opinion which had emerged at its previous session were no longer so marked. Certain conclusions were reached, but it was agreed to postpone a final decision till next session.

(b) On dumping, and on the question whether anti-dumping and countervailing duties were compatible with the most-favoured-nation clause, the Committee proceeded to a debate which showed the necessity of amplifying the data already collected with a view to facilitating the completion of the study of the causes and effects of dumping, its machinery, and the most outstanding forms it is capable of assuming. The Sub-Committee appointed to pursue this study will devote special attention to export bounties, which have recently become of general application, and which frequently give rise to particularly marked forms of dumping.

(c) The question of similar products was discussed by the Committee, which concluded that it was unnecessary to modify the theory it had put forward in 1929, in its recommendations on commercial policy and most-favoured-

nation treatment. It appeared, however, desirable to examine the specific cases which had led to a request for re-examination of the question. The Committee decided to ask the eight States which had raised this question at the eleventh Assembly to indicate the cases which had led to their action.

(d) As regards the nationality of goods, it was decided to prepare a commentary supplementing that of January, 1929. A draft will be submitted at the next session.

*Agricultural Credits.*—The Economic Committee noted the results of the consultation of agricultural experts of January last. The individual reports of the experts on the agricultural crisis in their own countries will be published, together with a general report by the Delegation of the Economic Committee on the agricultural depression in general, as viewed in the light of the consultation. The Committee noted with satisfaction that an international committee for inter-co-operative relations had been constituted, and expressed its intention of sending a representative to the next session of this body, whose constitution is a response to the desire expressed by the World Economic Conference of 1927, "that the convergent efforts of agricultural and consumers' co-operative organisations would be encouraged and furthered by the creation of a committee representing national and international co-operative organisations of agriculturists and of consumers."

The Committee finally noted with interest the information given by its Chairman on the work of the Financial Committee in connection with international agricultural credit. On this subject there was an exchange of views, which showed that there was in some quarters a desire that the credits granted by the proposed International Institute of Agricultural Credit should be devoted to raising the standard of living and increasing consumption in certain agricultural circles rather than to intensifying the already superfluous agricultural production.

The Committee emphasised the importance it attached to a solution of this question, which would be of the utmost moment, not only by reason of its direct effects, but also by reason of the moral influence it would exercise by giving birth in the financial field to effective international collaboration between countries with abundant capital and those suffering from shortage.

*Veterinary Questions.*—The Committee noted the work of the delegation instructed to prepare draft multilateral conventions on veterinary questions, with the assistance of the Sub-

Committee of experts on veterinary police measures. This delegation submitted two preliminary drafts regarding (a) the campaign against contagious diseases of animals; (b) the transit of animals, meat and other products of animal origin.

The Committee approved these drafts. The delegation stated that certain difficulties had, up to the present, proved an obstacle to the drafting of a third convention (which would have borne upon the export and import of animal products other than meat), and it proposed that a further meeting should reconsider this question in May. The Committee hopes to approve the final terms of the three veterinary agreements at its June session. It asked that the Council should authorise the communication of these drafts to Governments as soon as their final form had been approved.

*Other Questions.*—The Committee considered the position as regards the work on various other questions and made the necessary arrangements for its continuation. [Customs treatment of samples of no value, printed advertising matter; methods of application of specific tariffs, tare, packing, etc.; appellations of origin; unification of customs nomenclature].

#### (c) *Sub-Committee on Veterinary Measures.*

This Sub-Committee met from February 11th to 14th under the presidency of M. Schuller, Vice-Chairman of the Economic Committee, assisted by members of the delegation instructed by that Committee to prepare draft multi-lateral veterinary agreements. The delegation was composed of M. Schuller, M. Dolezal, and M. Stucki.

The following experts took part in the consultation: Professor Burgi, Director of the Federal Veterinary Office (Swiss); Professor Vallée, Director of the French National Research Laboratory (French); M. C. Bisanti, Director and Chief of the Veterinary Division of the Italian Ministry of the Interior (Italian); Captain Wragg (British); Dr. Kasper, Ministerial Counsellor at the Austrian Ministry of Agriculture and Forests (Austrian); M. J. Nowak, Professor of Veterinary Medicine at the Cracow Medical School (Polish); M. C. J. Petrovitch, Inspector in the Ministry of Agriculture and Water-Supply (Yugoslav); Dr. Voracek, Assistant Director of the Veterinary

Section of the Ministry of Agriculture (Czechoslovak); Dr. Wehrle, Director of the Veterinary Section of the Health Ministry (German); Professor Leclainche, Inspector-General, Chief of the Sanitary Services of the French Ministry of Agriculture (representing the International Office on Animal Diseases). The drafts prepared by this Sub-Committee were submitted to the Economic Committee.\*

## 2. COMMUNICATION AND TRANSIT.

### *Air Transport Co-operation.*

Following up the work of the Air Transport Co-operation Committee which met last July,† a special Sub-Committee will meet during the spring to study the question of postal air transport.

To facilitate this investigation, the Secretary-General, at the request of the Chairman of the Transit Committee, has sent the European States concerned a questionnaire asking for information on the following points:

1. Postal air services of special value to their countries;
2. When air transport over a given route is not continuous, the other means of transport employed and the timetable of connection services;
3. For each line, the geographical, meteorological or other peculiarities which might prove an obstacle to the constant acceleration of the services in all seasons both day and night;
4. The measures already carried out or being carried out to avoid local difficulties and, more generally, the whole ground organisation;
5. Existing international agreements for the unification of ground organisation, equipment, and co-operation in this respect;
6. The possibility of achieving, if necessary, greater regularity by improving the ground organisation and using more suitable aircraft;
7. The methods proposed for the operation of air services (national or international undertakings, stages or non-stop flights);
8. For each country, the average daily postal traffic carried by every form of transport between the points to be served by the European air services in question;
9. For each country, the sums allowed in the annual budget for air lines of European concern.

## VI.—ADMINISTRATIVE QUESTIONS.

### I. FORTY-FOURTH REPORT OF THE SAAR GOVERNING COMMISSION.

The forty-fourth Report of the Saar Governing Commission gives a survey of the economic

and social situation in the Saar Territory, and

\* See account of the proceedings of the Economic Committee.

† See Monthly Summary, Vol. X., No. 7, page 128.

of the political and administrative position in October, November, and December, 1930.

*Economic and Social Situation.*—The Report contains numerical data of the coal, coke, pig-iron, and steel production, the cost of living, and unemployment. The number of unemployed rose from 7,458 on October 1st to 12,900 on December 10th. Last year, the number of unemployed increased during the same period from 2,600 to 5,036. The mines and other important industrial works were therefore obliged to institute unemployment days.

*Political Situation.*—In execution of the Council decision of September 12th, 1930, the Governing Commission created a special organisation to guarantee security of transport and transit over the Saar railways. Certain minor changes made it unnecessary to increase the budget effectives of the local police. By December 12th, 1930 (within the time-limit of three months), the last military detachments had left the Saar.

*Administration.*—At the beginning of 1930, the Commission, concerned at the state of the labour market, took up the question of workers living in Germany and receiving from the German Government subsidies for working in the Saar. These subsidies include not only the refund of travelling expenses, but also a direct grant of seven to fourteen marks a month.

In November, negotiations on the subject took place at Wiesbaden between the delegates of the Governing Commission and of the Reich. The Commission expressed serious legal doubts as to the legitimacy of this system of grants, which places workers not residing in the territory in a privileged position. The German delegation, however, did not agree to the abolition of the grants, and, in these circumstances, the Commission, while explicitly reserving its right to regulate and control the internal labour market of the Saar, had to confine itself to asking the German delegation to submit to the German Government any proposal calculated to put an end to this situation.

To cope with the housing crisis, the Commission continued its system of subsidies offered jointly by itself and the communes. By

December 20th, 1930, the total of the loans granted amounted to over twenty-five million francs. Five hundred apartments are now being built.

As regards air traffic, the Commission recorded considerable improvement as compared with 1929. The Meteorological Station, which is equipped with every modern convenience, does not confine itself to measures for the security of air traffic, but plays an active part in general meteorological research work.

The decrease in railway revenue mentioned in the preceding report did not become more marked. Traffic has increased slightly.

A direct telephone line between Saarbrück and Luxemburg will shortly be opened, and the Paris-Saarbrück-Frankfort-Berlin cable is now in operation.

Finally, the Report deals with assistance to the unemployed. Unemployment offices have been established in all districts of the territory. A Decree of December 1st increased the unemployment allowance by 10 per cent. To provide work for the unemployed, the Commission granted fifteen communes subsidies for the execution of certain works.

The Report concludes: "The general economic depression has not spared the Saar . . . the Commission must therefore show the greatest prudence in its administrative, financial, and economic activity."

## 2. DANZIG.

The Legal Committee appointed to advise the Danzig High Commissioner on certain questions relating to Poland's utilisation of the ports of Danzig and Gdynia held its second session at Geneva from February 16th to 22nd.

This Committee is composed as follows: Dr. Arnold Raestad (Chairman), former Minister for Foreign Affairs (Norwegian), Sir John Fischer Williams, former legal adviser to the British Government on the Reparations Commission (British), and M. J. Hostie, Secretary-General of the Central Commission for Rhine Navigation and Member of the Permanent Legal Committee of the Transit Committee (Belgian).

## VII.—SOCIAL AND HUMANITARIAN QUESTIONS.

### 1. TRAFFIC IN OPIUM.

#### *Fourteenth Session of the Advisory Committee.*

The first half of the fourteenth session of the Advisory Committee on Traffic in Opium, which met at Geneva from January 9th to February 7th, 1931, was devoted to the discussion and preparation of a draft convention for the limitation of the manufacture of narcotic

drugs. The report of the Committee to the Council on this question was summarised in the last issue of the Monthly Summary.\*

\* See Monthly Summary, Vol. XI., No. 1.

On the proposal of the Spanish representative on the Council, the Conference on Limitation was authorised by the Council to "discuss the limitation of all derivatives of opium or the coca-leaf, as well as the control of the quantity limited by the future Convention."

The second half of the session was devoted principally to the examination of the progress report of the Secretary of the Committee, to a detailed examination of the drug seizures reported to the League during the previous year and to a general survey of the situation in regard to the illicit traffic in various countries of the world.

*Ratification of the Geneva Opium Convention of 1925.*—Forty-two countries have ratified the Geneva Opium Convention; six others have notified their intention of doing so very shortly. The Committee regretted, however, that, despite urgent and frequent appeals made by the Council and the Assembly, there were still many States which had not yet ratified, including four Members of the Council, *i.e.*, the Irish Free State, Persia, Guatemala and Peru. The Irish Free State, however, is one of the countries which has announced that it will shortly take the necessary steps. Only five Latin-American States have ratified the Convention.

*The Illicit Traffic.*—The Secretariat submitted an analysis of the international trade in drugs from 1925 to the second half of 1930, which constituted an exhaustive study in all its aspects of the trade in drugs and especially of the relations between the licit and the illicit trade. The analysis revealed for the first time the full gravity of the situation which had existed up till about the beginning of 1930, showing that the illicit traffic, particularly during the years 1926-1929, had been on an even more considerable scale than had been suspected. It revealed also a remarkable change effected in the situation at the beginning of 1930 by the coming into force of the Geneva Convention in the European manufacturing countries which had hitherto not yet enforced the necessary administrative measures, and by the bringing under full control of the esters of morphine at the beginning of that year.

It was shown that in the period 1925-1929 some thirty-six tons of morphine had apparently been made available for contraband in the form of esters or other drugs in countries where the control of such esters was not yet in form, and that some twenty-one tons of morphine and diacetyl-morphine appeared to have been exported to non-manufacturing countries during the period from 1925 to the first half of 1930 in excess of medical needs. Attention was further drawn to large quantities of morphine, heroin and cocaine which had not been statistically accounted for by the countries concerned, the inference being that some fifteen tons of these drugs, in addition to the amounts referred to above, had passed into the illicit traffic.

The evidence obtained from reports on seizures confirmed these statistics. The stricter control and wider activities displayed by the police and customs authorities in various countries had led to striking discoveries relating to transactions prior to 1930. In some cases the entire correspondence of gangs of traffickers has been seized, and the researches of the authorities have led to the discovery of very varied sources, channels and organisations for the traffic. Fuller information was also at the disposal of the Committee from the Chinese authorities concerning drug seizures effected by the Chinese customs. The Committee was particularly struck by the fact that six tons of benzoylmorphine of European origin, representing six hundred million doses, had passed into the illicit traffic through a single port—Dairen—in 1928.

*Position in Turkey.*—The Committee felt it necessary to draw the attention of the Council to the appearance of a new and very serious danger as the result of the manufacture on a very large scale of morphine and heroin in a country which was not a Member of the League or a party to the Opium Conventions. In 1930 there was a striking decrease in the manufacture and export of drugs in some of the chief manufacturing countries of Europe, and a resulting decrease in the seizures of drugs originating from these countries. In the same year, however, a series of immense seizures of morphine and heroin were effected, and there can be little doubt that the drugs in most cases came from Stamboul. The Turkish representative at the London Conference of manufacturing countries stated that over two tons of morphine had been exported from Turkey to Greece, Italy, and France during the first six months of 1930, and that over four tons of heroin had been exported to Greece, Danzig, Italy, France, Germany, and China. The Secretariat stated that no imports of drugs from Turkey had at any time been notified to the League. Representatives of the countries to which these drugs were exported declared, moreover, that they had not been informed of any such consignments from Turkey, and that such imports were not legitimate unless supported by import certificates, which had not in any of these cases been issued. It was clear to the Committee that the Turkish measures of control were inadequate, and constituted no guarantee that the drugs would be legitimately used or reach their declared destinations. Large consignments had been seized on their way into the illicit traffic, and in many cases were found to have been exported not as drugs but concealed in other

goods. The Committee expressed the view that only the application in Turkey of the import certificate system provided in the Geneva Opium Convention would make it possible to remedy a state of affairs which constituted a real menace to the whole world. It noted with satisfaction the declaration of the Turkish representative that the maritime authorities at Stamboul had received orders in future to verify the despatch and destination of drugs exported from that country.

*Position in Egypt.*—Russell Pasha made an important statement on the situation in Egypt which may be regarded as supplementary to his observations of the previous year. He reported that addiction among the fellebeen had apparently dropped by 50 per cent. He further stated that at present not an ounce of illicit heroin was coming into Egypt from the factories of Central Europe, and that Stamboul was now, in his view, the sole source of supply. The number of addicts in Egypt at present amounted to a quarter of a million. He emphasised the desirability of enforcing severer penalties in the Consular courts against persons of certain European nationalities engaging in the illicit traffic, and further stated that in some cases the customs privileges granted to diplomatic and consular authorities had added to the difficulties of the Egyptian authorities.

*Position in China.*—The Chinese delegate informed the Committee that new legislation enacted in China during 1929 had amended and supplemented the existing law with a view to introducing a stricter form of control. A national agency for narcotic drugs was in process of establishment. He emphasised the necessity of co-operation between China and the other Powers owing to the large quantities of drugs of European and Japanese origin illicitly introduced into China. 350 lbs. of heroin, 350 lbs. of benzoylmorphine, 100 lbs. of morphine, 100 lbs. of peronine, and nearly 90 lbs. of cocaine had been seized in a single year, in addition to the six tons of benzoylmorphine illicitly imported into Dai'en in 1928. There had been thirty seizures by the Chinese police at Tsing Tao in six months, and in October and November three cargoes from Trieste and Constantinople, containing approximately \$1,300,000 worth of narcotics, had been seized at Shanghai. The Chinese delegate urged that the penalties inflicted on the traffickers by the Consular courts were inadequate, and pointed out that these punishments were considerably less severe than those imposed under the Chinese Penal Code.

The Chinese delegate submitted principles

which, in his view, should govern the co-operation necessary as between the Chinese authorities and the Signatories of the Hague Opium Convention of 1912 in suppressing the drug evil in the Concessions and Leased Territories in China. He defined these principles as follows:

(1) The importation into China of all narcotics not accompanied by import certificates issued by the Chinese Government should be prohibited.

(2) The authorities in the Concessions should co-operate with the local governments in preventing unscrupulous traffickers from smuggling opium and other narcotics into Chinese territory.

(3) Any question relating to prohibition should be settled in accordance with the Opium Prohibition Law and the regulations giving effect to that Law promulgated by the Chinese Government.

(4) All stores selling narcotics and all opium dens in the Concessions and leased territories should be abolished, as has been done by the local governments.

The Committee unanimously approved the principle of co-operation with the Chinese Government, but considered that points 3 and 4 as submitted by the Chinese delegate raised important problems which could only be settled after thorough study by the Governments concerned. The Japanese and French delegates pointed out that, as their Governments had enacted their own regulations in their Concessions, they could hardly accept the principle laid down under point 3; nor could they express an opinion as to the proposal that all stores for the sale of narcotics and all divans in those territories should be closed, in view of the fact that the Commission of Inquiry in the Far East had come to other conclusions. The British delegate, moreover, wondered whether the regulations enacted by the Chinese Government and the import certificate system were really enforced to a sufficient extent to allow of effective co-operation on the lines proposed.

The Chinese delegate announced that his Government had begun an inquiry into the drug situation in China and would intimate the final results. It could not, however, for the moment, accept an international inquiry. The British and Japanese delegates regretted that the Chinese Government was unable to agree to a joint inquiry in co-operation with the Powers concerned or to an independent inquiry instituted by the Council, with the concurrence of the Chinese Government.

*Application of the Geneva Convention in France.*—The new system of control, involving



a strict application of the licence system, introduced by the French Government as from January 1st, 1929, has produced remarkable results. Imports and exports of narcotic drugs have fallen to very low figures. For instance, morphine imports, which amounted to 1,684 kg. in 1928, fell to 293 kg. in 1929, and to 43 kg. during the first three quarters of 1930. Although exports rose from 777 kg. in 1928 to 1,053 kg. in 1929, they fell to 156 kg. during the first three quarters of 1930. Imports of heroin amounted to 1,078 kg. in 1928; they were only 13 kg. in 1929, and 8 kg. during the first three quarters of 1930. The exports of this product fell from 2,957 kg. in 1928 to 166 kg. in 1929, and 40 kg. during the first three quarters of 1930. The imports of cocaine amounted to 270 kg. in 1928, 194 kg. in 1929, and 49 kg. during the first three quarters of 1930. Exports fell from 506 kg. in 1928 to 200 kg. in 1929, and reached only 148 kg. during the first three quarters of 1930.

The French delegate informed the Committee that his Government had withdrawn the manufacturing licences from three factories and the trading licences from all the firms which had been discovered to be implicated in important cases of illicit traffic. The French Government, moreover, was tightening up the system of control wherever it was found to be inadequate. It had, for example, been found necessary to subject consignments despatched from France to Algeria and the French colonies to an export permit, since it had been found that quantities of narcotic drugs despatched without licence to a French colony might subsequently disappear.

*The Smuggling of Cocaine to India from the Far East, and the Situation in Japan.*—The Indian delegate emphasised the extreme gravity of the situation in India arising from the illicit traffic in cocaine from the Far East. The amount of seizures had risen from 154 in 1928 to 922 in 1929. A considerable quantity of this cocaine bore Japanese marks of origin. Individual seizures were large, and suggested that the drugs passed easily from the factory into the hands of the traffickers. One seizure had amounted to 1,330 ounces, and during recent years there had been six seizures of 1,000 ounces each. He represented that the Japanese regulations for the control of the distribution of narcotic drugs were at present inadequate.

The Japanese delegate admitted that prior to May, 1920, the control of narcotic drugs in Japan had not been sufficiently strict, though he made reservations as to the suggestion that the cocaine passing into the illicit traffic in India was solely of Japanese origin. He

explained that under a new system of control there would henceforth be a strict supervision in Japan of the trade in narcotic drugs at all stages. A special licence would in future be necessary for the manufacture of the drugs, whereas previously only the import of raw material was limited. The issue of manufactured products from the factory would be subject to control; trade in narcotics would only be carried on by authorised persons on the production of certificates from the Prefecture of Police indicating their trade; and a system of registration and numbering would be adopted for the receptacles of drugs. Moreover, the Japanese Cabinet had adopted a plan for the creation of an inter-departmental council which would co-ordinate the necessary administrative measures of control of the various departments and services of the central government and the governments of the territories. This council would be presided over by the Minister of the Interior, and would consist of the Under-Secretaries of State and the heads of services of the departments concerned. The plan would be put into operation in March of the present year.

The Committee associated itself with a cordial tribute paid by the Indian delegate to the Japanese delegate, M. Sato, for the efforts he had made to bring about an improvement of the Japanese regulations, and expressed a firm hope that the results of the new system would soon be apparent.

*Situation in Persia.*—The situation in Persia has for many years caused the Committee much anxiety. Considerable quantities of Persian opium have recently been imported into China, and only lately notification was received of a large illicit consignment destined for Vladivostok.

The Committee therefore noted with interest the declaration made by the Persian representative on the Council at its meeting of January 22nd, 1931. The Persian representative had informed the Council that under an exclusive concession recently granted by the Persian authorities for the export of Persian opium, the holder undertook to submit a certificate from the importing country for each case of opium despatched. He represented that this arrangement amounted in effect to an application of the Geneva Convention.

*General Conclusions of the Committee Regarding the Illicit Traffic.*—The Committee, after reviewing the illicit seizures and the statistics at its disposal, reached the conclusion that the suppression of the illicit traffic depended on three fundamental considerations: adequate



legislation, adequate administrative measures to apply that legislation, and international co-operation. It regretted that progress in the legislative sphere was slow, and asked the Secretariat as soon as possible to study the provisions at present in force in the various countries and see to what extent they were in harmony with the Geneva Convention. It again affirmed its conviction that it was necessary in many cases for the authorities to increase the penalties at present in force.

It was glad to note that progress had been made on the administrative side. There were, however, still considerable defects. The necessary investigations into cases of illicit traffic were not always thoroughly pursued as a result of information received, and the regulations at times remained inoperative. The Committee again urged that licences to manufacture or trade in drugs should be granted only to firms of good repute, and should be inexorably withdrawn if their holders were implicated in the illicit traffic. It drew attention in this connection to the conclusion reached by the Secretariat that from 1926 to the beginning of 1930 (when esters of morphine were placed under control), about 36 tons of morphine had been transformed by firms holding licences from their governments into esters or other drugs which had no medical use and could only be intended for illicit purposes, without the licences being withdrawn from the firms in question.

As regards the administrative aspect of the problem, the Committee's conclusions were embodied in the following recommendations:

"1. The Committee repeats urgently its previous recommendation that no firm which has knowingly manufactured for or supplied to the illicit traffic drugs falling under the Geneva Convention, should be allowed to hold a licence to manufacture or trade in the drugs.

"2. The Committee also recommends:

(a) that no firm which knowingly manufactures or supplies any derivatives of morphine or cocaine for purposes of the illicit traffic, even though they do not for the time being fall under the Geneva Convention, should be allowed to hold a licence to manufacture or trade in the drugs to which the Convention applies;

(b) that no firm which is proved by clear evidence to have manufactured or supplied benzoyl-morphine or any other ester of morphine for the illicit traffic since the communication to Governments

of the recommendation of the Health Committee on this subject by the Secretary-General in his Circular Letter of January 11th, 1929, should continue to hold a licence to manufacture or trade in drugs to which the Geneva Convention applies.

"3. The Committee requests the Council to forward these recommendations to the Governments of the countries concerned with a request that they should inform the Secretary-General, if possible before the date of the Conference on the limitation of the manufacture of narcotic drugs in the case of each firm to which paragraph 2 (b) applies, what action the Government has taken."

The Committee urged the necessity of closer co-operation between the authorities of the various countries. It noted in particular that reports of seizures, which formed an indispensable basis of inquiry, were not always communicated to the countries concerned or to the League, and that the necessary details and evidence were not always included. It further observed that notorious traffickers and persons whose manufacturing licences had been withdrawn were still apparently able to travel freely in various countries. It expressed the view that these persons should be under police supervision, and requested the Council to recommend that passports and visas should be refused to such persons, and steps taken as far as possible to cancel passports already issued to them.

*Extension of the System of the Serial Numbering of Packages to Drugs despatched by Wholesalers.*—The Committee, in January, 1929, asked the Secretary-General to call attention to the importance which it attached to the universal adoption of a system of marking with serial numbers packages of drugs issued by drug manufacturers. It further proposed that Governments should be asked to consider the desirability of extending this system to drugs sent out by wholesale dealers. The replies received indicate a difference of opinion as to the utility and practical value of this proposal. The Committee has accordingly instructed the Secretariat to prepare a memorandum embodying the views so far expressed.

*Co-operation between the Advisory Committee and the Police Authorities.*—The Committee had invited delegates of the International Criminal Police Commission to attend part of the session, and the Commission was represented by Dr. Schultz, Chief of the Vienna Police, M. Weiss, Deputy Chief of the Berlin Police, and M. Montanel, Divisional Commissioner of the French Police. The Committee discussed with

these delegates possible measures for closer co-operation between the police authorities of the various countries and the official institutions at present dealing with dangerous drugs. The proposals of the delegates of the International Police Commission were submitted to the Committee in the form of a draft international convention based on the same principles as those embodied in the recent International Convention on the Counterfeiting of Currency. The Committee was of opinion that the questions raised in this draft convention, including such problems as extradition and the imposition of severer penalties, required careful study in their legislative and legal aspects. It noted that the proposed measures would necessitate a certain amount of administrative re-organisation in the various countries. To go more thoroughly into these questions the Committee appointed a sub-committee, which will perhaps hold a preliminary meeting during the Limitation Conference in May. Meanwhile the Secretariat, carrying out a proposal made by the Advisory Committee last year, is proceeding with the study of the question of compiling a Black List of traffickers to be communicated confidentially to the Governments. Mr. A. H. Sirks, Chief of the Rotterdam Police, Assessor to the Advisory Committee, has submitted a draft scheme showing in detail how an international index of traffickers might be established. The Committee requested the Secretariat to continue its inquiries in consultation with the central authorities and the police of the various countries.

*Inquiry into Addiction*—The assembly, in 1930, requested the Advisory Committee to study and report to the Council upon the question whether Governments should be asked to inquire into the approximate number of persons in their respective countries addicted to each type of drug, the approximate amounts of such drugs consumed, and the methods of treatment employed.

Certain members of the Committee emphasised the difficulties of such an inquiry and expressed considerable doubt as to its utility. They pointed out that any information obtainable concerning addicts was bound to be very approximate; that there was no such thing as an average dose for addicts; that there existed no standard method of treatment. Those in favour of the inquiry urged that it would be comparatively easy to obtain statistics from certain countries, and expressed the view that it was desirable to determine as exactly as possible the extent of the drug evil. The Committee finally decided to consult the Health Committee,

and further to request the Governments to supply any information which they might already have at their disposal.

*Annual Reports from Governments*.—The Committee was glad to note that reports had been received for the first time from several Latin American countries. It noted with regret that the number of South American countries which had not sent in reports was still considerable, including the Argentine, Brazil, Colombia, Costa Rica, Ecuador, the Dominion Republic, Honduras, Mexico, Nicaragua, Peru, Salvador, and Venezuela. It appealed to the spirit of co-operation of these countries.

*List of Drugs and Preparations coming under the Hague and Geneva Conventions*.—Certain Governments have suggested various additions and modifications to the list of drugs and preparations to be covered by the Hague and Geneva Conventions. The Committee decided to reconstitute the sub-committee of experts previously dealing with this question. It is hoped that the sub-committee will be able to complete its work before the Limitation Conference in May.

## 2. SLAVERY AND FORCED LABOUR IN LIBERIA.

The Committee appointed by the Council to study the problems raised by the Liberian Government's request for assistance in executing the recommendations of the International Commission of Inquiry accepted by Liberia, met in London on February 27th. The Chair was taken by Viscount Cecil of Chelwood, replacing the British Foreign Secretary, Mr. Arthur Henderson.

The Committee was composed as follows: Viscount Cecil of Chelwood (Great Britain), M. de Fleuriau (France), M. Bordonaro (Italy), Count Albrecht Bernstorff (Germany), M. Skirmunt (Poland), M. de la Huerta (Spain), M. Zumeta (Venezuela), and M. Sottile (permanent delegate of Liberia to the League), and Mr. Grimes (Attorney General of Liberia). The United States Government was also represented, having accepted the Council's invitation to serve on this Committee. It appointed as its representative, Mr. Samuel Reber, Jr., American Chargé d'Affaires *ad interim* in Liberia.

An account of the proceedings will be published later.

## 3. REFUGEES.

The Inter Governmental Refugee Advisory Commission met on February 6th at Geneva,

when it elected M. de Navailles (French), Chairman for three years.

Under Article 6 of the Statute of the Nansen International Office for Refugees, the Commission appointed the following three members, who, with its Chairman, will sit on the Governing Body of the Office: M. Voelkers (German), M. Raphael (Greek), and M. Fierlinger (Czechoslovak). M. Gwiazdowski (Polish), M. Antoniadé (Roumanian), M. Choumenkovitch

(Yugoslav), and M. Feldmans (Latvian) were appointed as substitutes.

The Advisory Committee of Private Refugee Organisations held a meeting on February 3rd, and appointed as members of the Governing Body of the Office, M. Goulkevitch (Russian), M. Pachalian (Armenian), and Mr. Golden (British). It appointed M. Rubinstein (Russian), M. Hanemian (Armenian), and Mr. Mackenzie (British) as substitutes.

## VIII.—OTHER QUESTIONS.

### I. REORGANISATION OF THE SECRETARIAT.

The Committee constituted by the General Committee of the eleventh Assembly to study certain questions relating to the organisation of the Secretariat met at Geneva on February 2nd to February 6th. The Chair was taken by Count Carton de Wiart (Belgian). There were further present, Count Bernstorff (German), M. Botella (Spanish), M. Cahen Salvador (French), Viscount Cecil of Chelwood (British), M. Costa du Rels (Bolivian), M. Gallavresi (Italian), M. Hambro (Norwegian), M. Doude van Troostwyk (Dutch), M. Mushakoji (Japanese), M. Osusky (Czechoslovak), M. Modzelewski (Polish).

The principal suggestions put forward were directed towards the complete suppression of the posts of Under-Secretary-General, recommended by certain members as in conformity with the principle of the equality of status; the increase of the number of these posts from three to five or six, in order to make the principal officers more widely representative of the various systems of civilisation; and finally the *status quo*.

These suggestions were successively rejected by a majority of the Committee.

In these circumstances, the Committee expressed the opinion that the present posts of the principal officers should be provisionally maintained, but that within a period of three years at the latest, or in the event of the resignation of the present Secretary-General, the

Council and the Assembly should resume their examination of the problem.

### 2. THE SUPERVISORY COMMISSION.

The Supervisory Commission met from February 9th to February 12th at Geneva. It constituted its Bureau as follows: Chairman: M. Osusky (Czechoslovak); Vice-Chairman: Lord Meston of Agra (India); Rapporteur: M. Reveillaud (French); and examined the budget and administrative questions referred to it by the Assembly.

### 3. VISIT OF THE SECRETARY-GENERAL TO LATIN-AMERICA.

The Secretary-General of the League of Nations, Sir Eric Drummond, returned to Geneva on February 17th.

After a short stay in Rio de Janeiro (December 19th to 20th), the Secretary-General attended the Montevideo celebration of the centenary of Uruguayan independence (December 24th to 27th), and left for Buenos-Aires, where he stayed from December 28th to January 1st. He then proceeded to Santiago de Chile (January 2nd to 5th), Lima (January 13th to 14th), Panama (January 19th to 22nd), and Havana (January 27th to 31st).

In all countries visited Sir Eric Drummond was received by the President of the Republic and the Minister for Foreign Affairs, and established relations with the principal political circles. Everywhere he was cordially welcomed and received the most generous hospitality.

## IX.—PUBLICATIONS.

### BULLETIN OF INTELLECTUAL CO-OPERATION.

The review, *La Coopération intellectuelle*, published by the Institute of Intellectual Co-operation, has been replaced by a new monthly publication, the *Bulletin de Coopération intellectuelle*.

The first issue of the *Bulletin* contains a short note indicating the principal events which took place in the intellectual field during the past

month; a summary of the work of the committees of intellectual co-operation; an account of the meetings and the work of organisations co-operating with the Institute; information concerning the questions figuring on the programme of the Organisation for Intellectual Co-operation; a special chapter giving the documents upon which the above statements are based; succinct bibliographical notes and a list of forthcoming meetings.

## X.—FORTHCOMING EVENTS.

March 31st.—Advisory Committee on Communications and Transit, Geneva.

April 8th.—Executive Committee of the Institute of Intellectual Co-operation, Paris.

April 13th.—Permanent Central Opium Board, Geneva.

April 14th.—Child Welfare Committee, Geneva.

April 21st.—Traffic in Women Committee, Geneva.

April 23rd.—Economic Committee, Geneva.

April 28th.—Delegation for Agricultural Credits, Geneva.

April 29th.—Committee for the Preparation of a Draft Convention to Strengthen the Means of Preventing War, Geneva.

May 4th.—Health Committee, Geneva.

May 4th.—Financial Committee, Geneva.

May 5th.—Commission of Inquiry for European Union, Geneva.

May 11th.—Sixty-third Session of the Council, Geneva.

May 20th.—Mixed Committee on Taxation of Foreign Newspapers, Geneva.

May 26th.—Fiscal Committee, Geneva.

May 27th.—Conference on the Limitation of the Manufacture of Narcotic Drugs, Geneva.

June 2nd.—Gold Delegation of the Financial Committee, Geneva.

June 15th.—Permanent Mandates Commission, Geneva.

June 29th.—Conference on Rural Hygiene, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## 1. SESSION OF THE COURT.

On February 21st, the Twentieth (Ordinary) Session of the Court was declared closed.

The next session is expected to open on or about April 15th.

## 2. REVISION OF THE RULES OF COURT.

The Court devoted the greater part of the meetings of its twentieth session to the revision of certain articles of its Rules. On February 21st it decided to put into force as from that date the amended text of certain articles of the Rules. The amendments in the old text have their origin in the resolutions concerning the organisation of the Permanent Court of International Justice adopted by the eleventh Assembly on September 25th, 1930.

On the basis of the third† of these resolutions

\* This chapter has been written with the aid of information furnished by the Registry of the Court.

† See Monthly Summary, January, 1931, page 38.

‡ These articles now run as follows :

*Article 27.*—1. The ordinary session of the Court opens on February 1st in each year.

2. The session continues until the session list referred to in Article 28 is finished. The President declares the session closed when the agenda is exhausted.

3. The President may summon an extraordinary session of the Court whenever he thinks it desirable, as, for instance, when a case submitted to the Court is ready for hearing or to deal with urgent administrative matters.

4. Judges are bound to be present at the ordinary session of the Court and at all sessions to which they are summoned by the President, unless they are on leave or are prevented by illness or other serious reasons duly explained to the President and communicated by him to the Court.

Deputy-Judges are bound to be present at all sessions to which they are summoned by the President, unless they are prevented by some reason duly explained to the President and communicated by him to the Court.

5. Judges whose homes are situated at more than five days' normal journey from The Hague, and who by reason of the fulfilment of their duties in the Court are obliged to live away from their own country, are entitled in the course of each period of three years of duty to leave for six months in addition to the time spent on travelling.

The order in which these leaves are to be taken shall be laid down in a list drawn up by the Court according to the seniority in age of the persons entitled. This order can only be departed from for serious reasons duly admitted by the Court.

The number of judges on leave at any one time must not exceed two.

The President and the Vice-President must not take their leave at the same time.

and certain passages of the Report of the Committee of Jurists, approved by the Council on September 12th, 1930, the Court examined the possibility of introducing (by applying Article 30 of the present Statute whilst keeping within the compass of Article 23 of that instrument) "the system of permanent sessions," or at all events of making "the functioning of the Court possible during the whole period necessitated by the pressure of business." In this connection, the Court was also led to examine the question of the date on which its ordinary annual session should begin, and that of the long leaves to be granted in certain circumstances, at fixed intervals to judges coming from distant countries.

The Court's examination of these points has resulted *inter alia* in the drafting of a new text of Articles 27, 28, and 57 of the Rules of Court.‡

6. If the day fixed for the opening of a session is regarded as a holiday at the place where the Court is sitting, the session shall be opened on the working day following.

*Article 28.*—The general list of cases submitted to the Court for decision or for advisory opinion shall be prepared and kept up to date by the Registrar on the instructions and subject to the authority of the President. Cases shall be entered in the list and numbered successively according to the date of the receipt of the document submitting the case to the Court.

For each session of the Court a session list shall be prepared in the same way, indicating the contentious cases and the cases for advisory opinion which are ready for hearing, whether submitted to the full Court or to the Special Chambers or the Chamber for Summary Procedure. Cases shall be entered in the order which they occupy in the general list, but subject to the priority resulting from Article 57 or accorded by the Court to a particular case in exceptional circumstances.

When the list includes no cases other than those submitted to the Special Chambers or the Chamber for Summary Procedure, the session shall only continue as a session of the Special Chamber or of the Chamber for Summary Procedure, as the case may be.

If in the course of the session a case submitted to the Court, either for decision or for an advisory opinion, becomes ready for hearing, it shall be entered in the session list, unless the Court decides to the contrary.

Adjournments which are applied for in cases which are submitted to the Court for decision or for advisory opinion and are ready for hearing may be granted by the Court in case of need. If the Court is not sitting, adjournments may in such cases be granted by the President.

*Article 57.*—An application made to the Court by one or both of the parties, for the indication of interim measures of protection, shall have priority over all other cases. The decision thereon shall be treated as a matter of urgency,

which is based on the idea that judges are, in principle, always at the Court's disposal, the Court itself being always at the disposal of the Parties.

This idea having been adopted, certain further modifications affecting more particularly Articles 9, 12 and 13 of the Rules, also appeared necessary; in the same connection the Court adopted a resolution to the effect that "the Court considers it desirable that it should not be convened between July 1st and October 1st except for urgent cases."

On the other hand, the Court did not think it expedient, at the beginning of the period of office of the recently elected judges, to undertake a fresh general revision of the Rules of Court. Nevertheless, it devoted immediate attention to certain questions, which appeared to be of an urgent nature; this is the explanation of certain new drafts which the Court has adopted—*e.g.*, in respect of Articles 17, 19, 21, 42 and 65.

The amended articles have been printed under their respective numbers in a new edition of the official publication of the Court, which contains the text of its Statute and Rules of Court (Series D., No. 1 of its publications).

### 3. NEW DEPUTY-REGISTRAR.

The new Deputy-Registrar, M. L. J. H. Jorstad, took up his duties on February 2nd.

### 4. ADVISORY OPINION CONCERNING RAILWAY TRAFFIC BETWEEN LITHUANIA AND POLAND (SECTION OF THE LINE LANDWAROW-KAISIADORYS).

This request for an advisory opinion, which reached the Registry on January 31st, formed the subject of the communications provided for in the Rules of Court. The Lithuanian and Polish Governments were informed by a special and direct communication (Rules of Court,

Art. 73, No. 1, para. 2), that the Court was prepared to receive from them written statements on the questions submitted to it, and to hear oral statements made on their behalf on the same subject. The Registrar also drew the attention of the Lithuanian Government to the fact that the Government is entitled, under Article 31 of the Statute, to appoint a national judge to sit in the Court for the hearing of the case in question.

Furthermore, parties to conventions or treaties, the interpretation of which is at issue in the case, received a communication drawing their attention to the right reserved to them by the Rules (Article 73, No. 2) to express a desire, subject to the decision of the Court, to submit a written statement or for a hearing.

### 5. ADVISORY OPINION CONCERNING ACCESS TO GERMAN MINORITY SCHOOLS IN POLISH UPPER SILESIA.

This request, which reached the Registry on February 2nd, also formed the subject of the communications required by the Rules. The German and Polish Governments were informed, by a special and direct communication (Rules, Article 73, No. 1, para. 2) that the Court was prepared to receive from them written statements, and to hear oral statements made on their behalf.

The German and Polish Governments made known, through their Legations at The Hague, that they were prepared to file written statements, and to present orally their respective points of view in regard to this case.

Accordingly, the President, by an Order made on February 24th, fixed March 25th as the date by which written statements were to be filed by the interested Governments. He added that it was not the intention of the Court to call for the filing of a second written document, but that, should either or both of the two Governments desire to do so, the Court would be prepared to accept such documents provided they were handed in before April 13th.

The case, therefore, will be ready for hearing as from that date.

The Polish Government has appointed to represent it before the Court, M. Jean Mrozowski, who is also entrusted with the presentation of that Government's oral arguments.

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and if the Court is not sitting it shall be convened without delay by the President for the purpose.

If no application is made, and if the Court is not sitting, the President may convene the Court to submit to it the question whether such measures are expedient.

In all cases the Court shall only indicate measures of protection after giving the parties an opportunity of presenting their observations on the subject.

## ANNEX.

### Organisations and Commissions of the League of Nations.<sup>1</sup>

#### A. — THE ASSEMBLY.

(Constituted under the Covenant of the League of Nations (Articles 2 and 3); consists of not more than three representatives of each State Member.)

#### B. — THE COUNCIL.

(Constituted under the Covenant of the League of Nations (Articles 2 and 4); consists of the representatives of the British Empire, France, Germany, Italy and Japan, who are permanent Members, and those of nine other States elected by the Assembly.<sup>2</sup>)

##### *Membership in 1930-31.*

British Empire . . .	Mr. HENDERSON.	Norway . . . . .	M. MOWINCKEL.
France . . . . .	M. BRIAND.	Persia . . . . .	ALI KHAN FOROUGH.
Germany . . . . .	Dr. CURTIUS.	Peru . . . . .	M. BARRETO.
Guatemala . . . . .	M. MATOS.	Poland . . . . .	M. ZALESKI.
Irish Free State . . .	Mr. BLYTHE.	Spain . . . . .	M. QUIÑONES DE LEÓN.
Italy . . . . .	M. GRANDI.	Venezuela . . . . .	M. ZUMETA.
Japan . . . . .	M. YOSHIZAWA.	Yugoslavia . . . . .	M. MARINKOVITCH.

#### C. — THE SECRETARIAT.

(Constituted under the Covenant of the League of Nations (Articles 2 and 6); consists of "a Secretary-General and such secretaries and staff as may be required.")

*Secretary-General*: Sir ERIC DRUMMOND.

### D. — COMMITTEES, COMMISSIONS AND COMMISSIONERS OF THE LEAGUE OF NATIONS.

#### I. REDUCTION OF ARMAMENTS.

##### 1. THE PERMANENT ADVISORY COMMISSION ON MILITARY, NAVAL AND AIR QUESTIONS.

(Constituted under Article 9 of the Covenant. The members are appointed by and are representatives of the Governments of the States represented on the Council.)

##### *Members and Assistants.*

British Empire	Brigadier A. C. TEMPERLEY. Major DREW. Vice-Admiral Sir D. M. ANDERSON. Commander B. L. JOHNSTON. Colonel (Wing-Commander) J. T. BABINGTON.	Japan ( <i>contd.</i> )	Lieutenant-Colonel OTA. Captain SHIMIZU. Captain SATO. Lieut.-Commander S. TOMIOKA. Lieutenant T. MIYO. Lieut.-Comdr. T. SADOTOSHI. Commandant W. STEFFENS. Captain Edgar Otto.
France	Brigadier-General REQUIN. Lieutenant-Colonel LUCIEN. Captain E. DELEUZE. Colonel H. E. MOUCHARD.	Norway . . .	Colonel ALI KHAN RIAZI.
Germany	Colonel SCHÖNHEINZ. Colonel GŁODKOWSKI. Vice-Admiral Baron von FREYBERG EISENBERG. Lieutenant-Commander ERNST. Commandant REINECKE. Major TSCHUNKE.	Persia . . . Peru . . . Poland . . .	— Brig.-General T. KASPRZYCKI. Lieut.-Colonel S. KUNSTLER. Captain A. PONCET DE SANDON. Commander E. SOLSKI. Colonel Janusz DE BEAURAIN.
Guatemala	—	Spain . . .	Brig.-General FERNANDO RICH FONT. Colonel MANUEL LON LAGA. Vice-Admiral J. MONTAGUT Y MIRO.
Irish Free State	—		Lieutenant-Commander MATEO MILLE Y GARCIA.
Italy	Major-Gen. Alberto DE MARINIS STENDARDO DI RICIGLIANO. Lieutenant-Colonel E. GIGLIOLI. Captain RAINERI BISCIA. Commander G. STRAZZERI.	Venezuela . .	Major.-Gen. SORIANO ESCUDERO. Colonel S. GARCIA DE PRUNEDA.
Japan	Brig.-General A. PELLEGRINI. Brigadier-General H. TANI.	Yugoslavia .	General S. A. MENDOZA. Brig.-General M. NENADOVITCH. Captain V. MARIYACHEVITCH.

<sup>1</sup> For the International Labour Organisation see the publications of the International Labour Office.

<sup>2</sup> See *Monthly Summary*, Vol. VI., No. 9, page 232, rules for the election of the nine non-permanent Members of the Council.

2. PREPARATORY COMMISSION FOR THE DISARMAMENT CONFERENCE.<sup>1</sup>

(Constituted under a resolution of the Sixth Assembly; consists of representatives, appointed by Governments, of the States Members of the Council and of such other States as the Council may decide.)

M. LOUDON (*Chairman*).

Argentina . . .	M. F. PEREZ.	Netherlands . .	M. RUTGERS.
Belgium . . .	M. BOURQUIN.	Norway . . .	M. COLBAN.
British Empire	Viscount CECIL OF CHELWOOD.	Persia . . .	M. SEPAHBODY.
Bulgaria . . .	M. MORFOFF.	Peru . . .	M. BARRETO.
Canada . . .	Dr. RIDDELL.	Poland . . .	General KASPRZYCKI.
Chile . . .	M. VALDÉS-MENDEVILLE.	Roumania . .	M. C. ANTONIADE.
China . . .	Dr. WOO KAISENG.	Spain . . .	M. E. COBIÁN ( <i>Vice-Chairman</i> )
Colombia . . .	M. URRUTIA.	Sweden . . .	M. WESTMAN.
Cuba . . .	M. DE BLANCK.	Turkey . . .	TEVFIK RÜSTÜ Bey.
Czechoslovakia	M. BENEŠ.	Union of the	
Finland . . .	M. R. HOLSTI.	Soviet Social-	
France . . .	M. R. MASSIGLI.	ist Republic	M. LITVINOFF.
Germany . . .	Count BERNSTORFF.	United States	
Greece . . .	M. POLITIS ( <i>Vice-Chairman</i> ).	of America . .	The Hon. HUGH GIBSON.
Guatemala . .	—	Uruguay . . .	—
Irish Free State	Mr. Sean LESTER.	Venezuela . .	M. C. ZUMETA.
Italy . . .	General DE MARINIS.	Yugoslavia . .	M. MARKOVITCH.
Japan . . .	M. N. SATO.		

3. COMMITTEE ON ARBITRATION AND SECURITY.<sup>1</sup>

(Appointed by the Preparatory Commission under a resolution of the Eighth Assembly.)

M. BENEŠ (*Chairman*).

Argentina . . .	M. J. M. CANTILLO.	Japan . . .	M. N. SATO.
Belgium . . .	Baron ROLIN-JAEQUEMYS.	Netherlands . .	M. V. H. RUTGERS.
British Empire	Viscount CECIL OF CHELWOOD.	Peru . . .	M. CORNEJO.
Bulgaria . . .	M. B. MORFOFF.	Persia . . .	M. SEPAHBODY.
Canada . . .	Dr. W. A. RIDDELL.	Poland . . .	M. F. SOKAL.
Chile . . .	M. J. VALDÉS-MENDEVILLE.	Roumania . .	M. C. ANTONIADE.
China . . .	General TSIANG-TSO-PING.	Spain . . .	M. E. COBIÁN.
Colombia . . .	M. RESTREPO.	Sweden . . .	M. UNDÉN.
Cuba . . .	M. DE BLANCK.	Turkey . . .	MUNIR Bey.
Czechoslovakia	M. FIERLINGER.	Union of the	
Finland . . .	M. ERICII.	Soviet Social-	
France . . .	M. MASSIGLI.	ist Republic	M. B. STEIN ( <i>Observer</i> ).
Germany . . .	Dr. GÖPPERT.	Uruguay . . .	M. A. DE CASTRO.
Greece . . .	M. RAPHAËL.	Venezuela . .	M. ESCALANTE.
Italy . . .	General DE MARINIS STENDARDO	Yugoslavia . .	M. CHOUMENKOVITCH.
	DI RICIGLIANO.		

4. COMMITTEE OF EXPERTS ON BUDGETARY QUESTIONS.<sup>1</sup>

(Appointed by the Preparatory Commission for the Disarmament Conference.)

M. JACOMET (French), Military Comptroller (*Chairman*).  
 CEMAL HUSNU Bey (Turkish), Envoy Extraordinary and Plenipotentiary Minister in Berne.  
 Brigadier-General ELIAS (Czechoslovak), General Staff, Prague.  
 M. ITO (Japanese), Assistant Director of the Japanese League of Nations Office, Member of the Economic Committee.  
 Dr. P. JACOBSSON (Swedish), Financial Expert, former Member of the Economic and Finance Section of the Secretariat.  
 M. JÄRVINEN (Finnish), Professor at Helsingfors University, former Finance Minister.  
 General NENADOVITCH (Yugoslav), War Minister.  
 Mr. PINSENT (British), Director in the Treasury.  
 M. PRENEN (Belgian), Inspector-General in the Ministry of National Defence.  
 M. TUMEDDI (Italian), Deputy.  
 M. WORBS (German), Privy Councillor in the Finance Ministry.

5. JOINT COMMISSION.<sup>1</sup>

(Appointed under a Council resolution of December 12th, 1925, to co-operate with, and advise the Preparatory Commission for the Disarmament Conference on the economic aspect of problems submitted to that body.)

This Commission is composed of:

Two members each of the Economic Organisation, the Financial Organisation, and the Transit Organisation, appointed by the Council.

<sup>1</sup> The Preparatory Commission, the Joint Commission, the Arbitration and Security Committee, and the Committee of Budget Experts having exhausted their mandates, these lists are given merely for reference.



Two members of the employers' group and two members of the workers' group of the Governing Body of the International Labour Office, appointed by the Governing Body.

A certain number of experts with special knowledge of questions concerning industry or transport belonging to the countries specified by the Council on March 18th, 1926.

#### 6. SPECIAL COMMISSION FOR THE PREPARATION OF A DRAFT CONVENTION ON THE MANUFACTURE OF ARMS AND AMMUNITION AND OF IMPLEMENTS OF WAR.

Count BERNSTORF (*Chairman*).

Belgium . . .	Baron MONCHEUR.	Italy . . .	Major-Gen. Alberto DE MARINIS
British Empire	The Hon. Alexander CADOGAN.		STENDARDO DI RICIGLIANO.
Canada . . .	Dr. W. A. RIDDELL.	Japan . . .	M. Naotake SATO.
Chile . . .	—	Netherlands . .	M. V. H. RUTGERS.
China . . .	Dr. Woo KAISENG.	Norway . . .	M. Eric COLBAN.
Colombia . . .	M. German ABADIA.	Peru . . .	M. BARRETO.
Cuba . . .	M. Guillermo DE BLANCK.	Persia . . .	Colonel ALI KHAN RIAZI.
Czechoslovakia	M. Z. FIERLINGER.	Poland . . .	M. F. SOKAL.
Finland . . .	M. R. HOLSTI.	Roumania . . .	M. Constantin ANTONIADE.
France . . .	M. René MASSIGLI.	Salvador . . .	M. J. G. GUERRERO.
Germany . . .	M. FROHWELN.	Spain . . .	M. E. COBIÁN.
Guatemala . .	Dr. José MATOS.	United States .	The Hon. Hugh WILSON.
Irish Free State	Mr. Sean LESTER.	Venezuela . . .	Dr. C. PARRA-PÉREZ.
	Yugoslavia . .		Dr. J. CHOUMENKOVITCH.

#### 7. CHAIRMEN OF THE COMMISSIONS OF INVESTIGATION.

(Appointed by the Council under the regulations concerning the exercise of its right of investigation.)

*Commission of Investigation in Germany :*  
General BARATIER.

*Commission of Investigation in Austria :*  
General CALCAGNO.

*Commission of Investigation in Bulgaria :*  
General SCHUURMAN.

*Commission of Investigation in Hungary :*  
General LYNDEN-BELL.

### II. — LEGAL AND CONSTITUTIONAL QUESTIONS.

*Committee of Experts for the Progressive Codification of International Law.*

(Constituted under a resolution of the Fifth Assembly. The members are appointed by the Council in their individual capacity.)

M. HAMMARSKJÖLD (*Chairman*), Governor of Upsala (Swedish).

Professor DIENA (*Vice-Chairman*), Professor of International Law at the University of Pavia ; Member of the *Conseil du Contentieux diplomatique* at the Italian Ministry for Foreign Affairs (Italian).

Professor BRIERLY, Professor of International Law at Oxford University (British).

M. FROMAGEOT, Judge of the Permanent Court of International Justice (French).

Dr. Gustavo GUERRERO, Vice-President of the Permanent Court of International Justice (Salvador).

Dr. Bernard C. J. LODER, former Judge and President of the Permanent Court of International Justice (Netherlands).

M. Barbosa DE MAGALHAES, Professor of Law at the University of Lisbon (Portuguese).

Dr. Adalbert MASTNY, Minister of Czechoslovakia in Rome, President of the Czechoslovak Branch of the International Law Association (Czechoslovak).

M. MATSUDA, Doctor of Law ; Japanese Ambassador in Rome (Japanese).

Dr. S. RUNDSTEIN, Barrister at the Court of Appeal, Legal Adviser to the Ministry for Foreign Affairs (Polish).

Professor Walter SCHUCKING, Judge of the Permanent Court of International Justice (German).

Professor Charles DE VISSCHER, Professor of Law at the University of Ghent, Legal Adviser to the Ministry of Foreign Affairs (Belgian).

Dr. WANG CHUNG HUI, Judge of the Permanent Court of International Justice (Chinese).

Mr. George W. WICKERSHAM, former Attorney-General of the United States ; Member of the Committee of International Law of the American Bar Association ; President of the American Law Institute (American).

### III. — THE TECHNICAL ORGANISATIONS.<sup>1</sup>

#### 1. THE HEALTH ORGANISATION.

(Constituted by the First Assembly in 1920 ; re-organised on a permanent basis by the Third Assembly in 1922 ; ten of the members of the Health Committee are nominated by the Committee of the *Office international d'Hygiène publique*, and six members are appointed by the Council. The Council may appoint assessors who rank as members.)

<sup>1</sup> Where not otherwise indicated, members of Committees of the Technical Organisations sit in an individual capacity.

*A. The Health Committee.*

- Dr. TH. MADSEN, Director of the State Serum Institute, Copenhagen (Danish) (*Chairman*).  
 M. O. VELGHE, Honorary Secretary-General of the Ministry of the Interior and of Health, Brussels;  
 President of the *Comité permanent de l'Office international d'Hygiène publique* (Belgian)  
 (*Vice-Chairman, ex-officio*).  
 Dame Janet CAMPBELL, Senior Medical Officer, British Health Ministry (British) (*Vice-Chairman in 1931*).  
 Professor J. CANTACUZÈNE, Professor of Bacteriology and Director of the Institute of Experimental  
 Medicine, Bucharest (Roumanian) (*Vice-Chairman in 1931*).  
 Dr. J. HENG LIU, Chinese Health Minister (Chinese) (*Vice-Chairman in 1931*).  
 Professor Vittorio ASCOLI, Professor of the Medical Clinic of Rome University, Member of the  
 Academy, Director of the High School of Malariaology at Rome (Italian) (deceased).  
 Professor Léon BERNARD, President of the *Conseil Supérieur d'Hygiène de France* (French).  
 Professor Jules BORDET, Director of the Pasteur Institute for Brabant, holder of the Nobel Prize (Belgian).  
 Sir George BUCHANAN, Senior Medical Officer of the British Health Ministry (British).  
 Dr. H. CARRIÈRE, Director of the Swiss Public Health Service (Swiss).  
 Professor Carlos CHAGAS, Director of the Oswaldo Cruz Institute at Rio de Janeiro (Brazilian).  
 Dr. W. CUDZKO, former Polish Health Minister, Director of the State School of Health, Warsaw (Polish).  
 Surgeon-General H. S. CUMMING, Director-General of the United States Public Health Service  
 (American).  
 Professor J. G. FITZGERALD, Professor of Preventive Medicine and Director of the School of Public  
 Health of the University of Toronto, Director of the Connaught Laboratories, Toronto  
 (Canadian).  
 General J. D. GRAHAM, Indian Medical Service, Public Health Commissioner with the Government  
 of India (British).  
 Dr. C. HAMEL, President of the *Reichsgesundheitsamt*, Berlin (German).  
 Professor J. JADASSOHN, Director of the Dermatological Clinic of Breslau University (German).  
 Dr. N. M. J. JITTA, Chairman of the Public Health Council of the Netherlands (Dutch).  
 Professor R. JORGE, Technical Chairman of the *Conseil Supérieur d'Hygiène*, Lisbon.  
 Dr. A. LUTRARIO, former Director-General of Public Health, Ministry of the Interior, Rome (Italian).  
 Professor G. PITTALUGA, Professor of Parasitology at Madrid University and Director of the School  
 of Hygiene (Spanish).  
 Dr. L. RAYNAUD, Inspector-General of the Health Service of Algeria (French).  
 Professor José SCOSERIA, Chairman of the Uruguayan Health Council (Uruguayan).  
 Dr. A. STAMPAR, Professor of Preventive Medicine at the University of Zagreb (Yugoslav).  
 Dr. M. TSURUMI, Representative of the Central Sanitary Bureau at the *Bureau du Japon*, Paris  
 (Japanese).

In view of the difficulty experienced by Japanese experts in coming frequently to Geneva, one  
 of the three following experts will be invited to attend each session of the Committee:

- Professor NAGAYO, Director of the Government Institute for Infectious Diseases at the Imperial  
 University, Tokyo (Japanese).  
 Professor MIYAJIMA, Professor at the Kitasato Institute, Tokyo (Japanese).  
 Dr. HATA, Professor at the Kitasato Institute, Tokyo (Japanese).

*B. Advisory Council of the Eastern Bureau.*

- |   |  |
|---|--|
| Netherlands East Indies . . . . .           | Dr. J. J. Van LONKHUYZEN ( <i>Chairman for 1930</i> ). |
| French Indo-China . . . . .                 | Dr. F. H. GUERIN ( <i>Vice-Chairman for 1930</i> ).    |
| British Colonies and Dependencies . . . . . | Dr. A. L. HOOPS.                                       |
| British India . . . . .                     | Major-General J. D. GRAHAM.                            |
| China . . . . .                             | Dr. Wu LIEN TEH.                                       |
| Japan . . . . .                             | Dr. K. NOBECHI.  |
| Japanese Colonies . . . . .                 | Dr. T. YOKOYAMA.                                       |
| Siam . . . . .                              | Dr. Phya BORIRAKSHI VEJKAR.                            |

*Sub-Commission on the Budget and Report of the Far Eastern Bureau:*

- Dr. N. M. J. JITTA (*Chairman*).  
 Sir George BUCHANAN.  
 Dr. HENG LIU.  
 Professor B. NOCHT.  
 Dr. L. RAYNAUD.  
 Dr. M. TSURUMI.  
 M. O. VELGHE.

*C. Committees in Relation with the Health Committee.**(a) Malaria Commission.*

- Professor Vittorio ASCOLI (*Chairman*) (deceased).  
 Professor J. CANTACUZÈNE.  
 Dr. C. CHAGAS.  
 General J. D. GRAHAM.  
 Professor Ricardo JORGE.  
 Dr. A. LUTRARIO.  
 Professor G. PITTALUGA.  
 Dr. L. RAYNAUD.

*Corresponding Members and Experts:*

- Dr. ANIGSTEIN, Technical Adviser on Malaria to the Siamese Government.  
 Dr. BAILEY, Rockefeller Foundation.  
 Sir Andrew BALFOUR, Director of the London School of Hygiene and Tropical Medicine (deceased).

Dr. M. BALFOUR, Health Centre, Athens.  
 Dr. A. BARBER, Rockefeller Foundation, Lagos (Nigeria).  
 Dr. C. A. BENTLEY, Director of Public Health, Calcutta.  
 M. BONAMICO, Chief of the Bureau of Civil Engineers, Rome.  
 Dr. F. BOYD, International Health Board of the Rockefeller Foundation.  
 Professor BRUMPT, Faculty of Medicine, Paris.  
 Dr. SADI DE BUEN, Central Malaria Commission, Madrid.  
 Lieut.-Colonel S. R. CHRISTOPHERS, Central Research Institute, Kasauli (India).  
 Dr. R. K. COLLINS, Rockefeller Foundation, Ministry of Health, Sofia.  
 Major G. COVELL, Assistant Director, Malaria Survey, Kasauli (India).  
 Mr. T. D. EVANS, Assistant Director, Public Works Department, Nigeria.  
 Dr. FERREL, Rockefeller Foundation.  
 Dr. R. GREEN, Medical Research Institute, Kuala Lumpur (Fed. Malay States).  
 Dr. W. C. HACKETT, Rockefeller Foundation, Experimental Station for Anti-malaria Work, Rome.  
 Colonel S. P. JAMES, Ministry of Health, London.  
 Dr. I. J. KLIGLER, Health Department, Jewish University, Jerusalem.  
 Professor MAKATO KORDZUMI, Faculty of Medicine of Keio University, Japan.  
 Dr. A. LABRANCA, of the Italian Public Health Service.  
 Professor MARCBOUX, Pasteur Institute, Paris.  
 Professor E. MARCINOVSKY, Director of the Institute of Tropical Medicine, Moscow.  
 Dr. K. MARKOFF, Inspector of Malaria attached to the Bulgarian Public Health Service.  
 Dr. K. F. MAXCY, United States Public Health Service.  
 Dr. A. MISSIROLI, Director of the Experimental Station for Anti-malaria Work, Rome.  
 Professor MOLLOFF, Faculty of Medicine, Sofia.  
 Dr. C. MOUTOUSSIS, Malaria Inspector, Athens.  
 Professor MUHLENS, Institute for Tropical Diseases, Hamburg.  
 Professor B. NOCHT, Institute for Tropical Diseases, Hamburg.  
 Professor D. OTTOLENGHI, Royal University of Bologna.  
 Dr. PELTIER, Health Service of the Colonial Troops, Marseilles.  
 Sir Ronald Ross, Director of the Ross Institute and Hospital for Tropical Diseases, London.  
 Professor CLAUS SCHILLING, Robert Koch Institute, Berlin.  
 Professor SCHUFFNER, Director of the Tropical Section of the Royal Colonial Institute, Amsterdam.  
 Dr. SFARICIC, Director of the Anti-malaria Station, Trogir, Yugoslavia.  
 Professor E. SERGENT, Pasteur Institute of Algeria.  
 Major J. A. SINTON, Director, Malaria Survey of India, Kasauli.  
 Dr. A. I. STANTON, Colonial Office, London.  
 Professor N. H. SWELLENGREBLE, Institute of Tropical Hygiene, Amsterdam.  
 Sir Malcolm WATSON, Ross Institute and Hospital for Tropical Diseases, London.  
 Dr. C. M. WENYON, Director in Chief, Wellcome Bureau of Scientific Research, London.  
 Dr. L. L. WILLIAMS, Chief of Anti-malaria Section, U.S. Public Health Service.  
 Dr. SENIOR WHITE, Chief Malariologist, Bengal Nagpur Railway (India).  
 Professor G. ZOTTA, Professor of Parasitology, Serological Institute, Bucharest.

(b) *Joint Commission of Experts on Public Health and Health Insurance.*

*Members nominated by the Health Committee of the League of Nations :*

Sir George NEWMAN, Chief Medical Officer at the British Ministry of Health (British) (*Chairman*).  
 Dr. E. BELLENCONTRE, President of the *Association générale des Médecins de France* (French).  
 Dr. A. FORAMITTI, Deputy Director of the Federal Public Health Service of Austria (Austrian).  
 Dr. C. HAMEL  
 Professor T. KITASHIMA, Chairman of the Council of the Japanese Medical Association (Japanese).  
 Dr. J. KUHN, Editor-in-Chief of the *Ugeskrift for Læger* (Danish).

*Members nominated by the Governing Body of the International Labour Office :*

Dr. A. GRIESER, Director in the Ministry of Labour (German).  
 M. A. JAUNIAUX, Senator, Secretary-General of the *Union nationale des Fédérations de mutualité socialistes* (Belgian).  
 M. L. OLIVIER, Member of the Executive Committee of the *Fédération nationale de la mutualité*, Paris (French).  
 M. K. OSIOWSKI, Director of the Central Union of Health Insurance Funds, Warsaw (Polish).  
 Mr. E. POTTS, Honorary Secretary of the National Association of Insurance Committees (British).  
 Dr. L. WINTER, former Minister for Social Welfare ; Vice-President of the Central Union of Health Insurance Funds of Czechoslovakia (Czechoslovak).

*And its Sub-Commissions :*

(1) *Sub-Commission for the Education of the Health Insured :*

Dr. C. HAMEL.  
 M. L. OLIVIER.

(2) *Sub-Commission on the Prevention of Venereal Disease :*

Dr. E. BELLENCONTRE.  
 Dr. A. GRIESER.

(3) *Sub-Commission on the Protection of School-Children :*

Dr. J. KUHN.  
 Mr. E. POTTS.

*(4) Sub-Commission on Preventive Medicine :**Experts appointed by the Health Organisation of the League of Nations :*

Dr. L. HEIJERMANS, Director of the Medical and Sanitary Service, Amsterdam (Netherlands) (*Chairman*).

Professor L. PARISOT, Professor of Hygiene at the Faculty of Medicine of Nancy (French).

Dr. G. SEIFFERT, Medical Adviser to the Ministry of the Interior, Secretary of the Bavarian Federation for the Development of Public Health (German).

Dr. A. STAMPAR, Director of the Public Health Department of Yugoslavia (Yugoslav).

Dr. Bela JOHAN, Director of the State Institute of Hygiene, Budapest (Hungarian).

*Experts appointed by the International Labour Office :*

Dr. E. BRESKY, Chief Medical Officer to the Central Institute of Social Insurance (Czechoslovak).

Dr. R. BUREAU, Medical Adviser to the National Union of Federations of Social Insurance Societies of Belgium (Belgian).

Dr. W. DUNCAN, Divisional Medical Inspector (British).

Dr. Cesare GIANNINI, Chief Medical Officer to the National Social Insurance Fund (Italian).

Dr. H. KLUSZYNSKI, Medical Adviser to the Central Union of Polish Health Insurance Funds (Polish).

Dr. Walter PRYLL, Chief Medical Officer to the Berlin Central Local Fund (German).

*(5) Sub-Commission on the Prevention of Tuberculosis :*

Dr. C. HAMEL.

Professor T. KITASHIMA.

M. A. JAUNIAUX.

M. O. OSIOWSKI.

*(6) Sub-Commission on the Protection of Maternity, Infancy, and the Child of pre-School Age :*

Dr. A. FORAMITTI.

Dr. L. WINTER.

*(c) Permanent Commission on Standardisation of Sera, Serological Reactions and Biological Products.*

Dr. Th. MADSEN (*Chairman*).

Professor Jules BORDET.

Professor H. H. DALE, Director of the Bio-chemical and Pharmacological Departments of the National Institute of Medical Research, London (British).

Professor W. KOLLE, Director of the Institute of Experimental Therapy, Frankfurt-on-Main (German).

Professor Louis MARTIN, of the Pasteur Institute, Paris (French).

Dr. G. MCCOY, Director of the Hygienic Laboratory of the United States Public Health Service (American).

*(d) Commission of Experts for the Co-ordination of Sleeping-sickness Research.*

Sir Andrew BALFOUR, Director of the London School of Tropical Medicine (*Chairman*) (deceased).

Dr. A. G. BAGSHAW, Professor at the London School of Tropical Medicine.

Professor E. Van CAMPENHOUT, former Director of the Health Service of the Belgian Colonial Office.

Professor Aldo CASTELLANI, Director of Tropical Medicine and Dermatology, Ross Institute, and Hospital for Tropical Diseases, London.

Professor Gustave MARTIN, School of Tropical Medicine, Marseilles.

Professor Damas MORA, Director of the Health Services of Angola.

Professor G. PITTALUGA.

Professor Richard STRONG, Department of Tropical Medicine, Harvard University Medical School

Dr. Max TAUTE, General Medical Adviser, Ministry of the Interior, Berlin.

*(e) Leprosy Commission.*

Dr. Carlos CHAGAS (*Chairman*).

Surgeon-General H. S. CUMMING.

General J. D. GRAHAM

Professor NAGAYO.

Professor B. NOCHT.

Dr. MITCHELL, Director of Public Health, Pretoria.

Professor E. MUIR, School of Tropical Medicine, Calcutta.

Sir Leonard ROGERS, London.

Dr. H. W. WADE, Medical Director of the L. Wood Memorial, Culion, Leper Colony, Culion Palawan, Philippines.

*(f) Opium Commission of the Health Organisation.*

Dr. H. CARRIÈRE (*Chairman*).

Dr. W. CHODZKO.

Surgeon-General H. S. CUMMING.

Dr. C. HAMEL.

Dr. HENG LIU.

Professor Ricardo JORGE.

Professor B. NOCHT.

Dr. TSURUMI.

M. O. VELGHE.

*Expert :*

Professor E. von KNAFFL-LENZ, Professor at the Faculty of Medicine of the University of Vienna (Austrian).

(g) *Commission on Ship Fumigation.*

Surgeon-General H. S. CUMMING (*Chairman*).

Sir George BUCHANAN.

General J. D. GRAHAM.

Dr. N. M. J. JITTA.

Professor B. NOCHT.

Dr. W. DREYER, Port Doctor, Bremen.

M. O. VELGHE.

Dr. Monier WILLIAMS, of the British Health Ministry.

*Expert:*

Dr. P. G. STOCK, of the British Health Ministry.

(h) *Sub-Commission for the Sanitary Re-organisation of Chinese Ports.*

Dr. A. LUTRARIO (*Chairman*).

Sir George BUCHANAN.

Surgeon-General H. S. CUMMING.

Dr. N. M. J. JITTA.

Professor MIYAJIMA.

Dr. L. RAYNAUD.

(i) *Preparatory Commission on the Spanish Proposal for the Convocation of a European Conference on Rural Hygiene.*

Professor G. PITTALUGA (*Chairman*).

Dr. H. CARRIÈRE.

Dr. W. CHODZKO.

Professor FITZGERALD.

Dr. C. HAMEL.

Dr. A. LUTRARIO.

Dr. Th. MADSEN.

Dr. A. STAMPAR.

A representative of the International Institute of Agriculture, Rome.

A representative of the International Labour Office.

(j) *Sub-Commission on Penal Administration.*

Dr. C. HAMEL (*Chairman*).

Dame Janet CAMPBELL.

Professor FITZGERALD.

Professor SCOSERIA.

## 2. THE ECONOMIC AND FINANCIAL ORGANISATION.

(Established on the recommendation of the Brussels Financial Conference of 1920; except where otherwise indicated the members of the Committee of this Organisation are appointed by the Council in an individual capacity.)

*A. The Economic Committee.*

M. A. DI NOLA (*Chairman*), Director-General of the *Istituto italiano di Credito fondiario* (Italian).

Dr. Richard SCHÜLLER (*Vice-Chairman*), Director of the Economic Section in the Austrian Foreign Ministry (Austrian).

M. CASARES (Argentine), Director of the *Caisse de Conversion*.

Sir Sydney CHAPMAN, Chief Economic Adviser to the British Government (British).

M. F. DOLZAL, Under-Secretary of State in the Polish Ministry for Commerce and Industry (Polish).

Mr. Lucius R. EASTMAN, ex-President of the Merchants' Association of New York (American).

M. P. ELBEL, Director of Commercial Agreements in the Ministry of Commerce (French).

M. N. ITO, Counsellor of Embassy, Assistant Director of the Japanese League of Nations Office (Japanese).

M. F. van LANGENHOVE, Secretary-General of the Ministry for Foreign Affairs (Belgian).

Mr. H. A. F. LINDSAY, Indian Trade Commissioner in London (India).

M. V. LUNDAVIK, Director of the Federation of Swedish Industries (Swedish).

M. F. PEROUTKA, Chief of Section in the Ministry of Commerce and Industry (Czechoslovak).

M. W. STUCKI, Director of the Trade Division of the Federal Economic Department (Swiss).

M. M. TODOROVIC, Professor of Political Economy at Belgrade University (Yugoslav).

Dr. E. TRENDELENBURG, Secretary of State in the German Economic Ministry (German).

*Corresponding Members:*

M. J. A. BARBOZA-CARNEIRO, Commercial Attaché, Brazilian Embassy, London (Brazilian).

M. Flores de LEMUS, Professor of Political Economy at Madrid University (Spanish).

M. G. JAHN, General Director of the Central Statistical Office of Norway (Norwegian).

M. V. A. JENSEN, Chief of the Department of Statistics, Ministry of Finance (Danish).

M. W. H. LAVONIUS, Director-General of the "Suomi" Life Assurance Company (Finnish).

M. Rafael MARTINEZ MENDOZA, Member of the Academy of Political and Social Sciences (Venezuelan).

M. W. MÜNTER, Counsellor of Legation, Chief of Section in the Ministry for Foreign Affairs (Latvian).

Professor E. NECULCEA, Minister Plenipotentiary (Roumanian).

M. Alfred de NICKL, Plenipotentiary Minister, Director-General of Commercial Agreements in the Hungarian Ministry for Foreign Affairs (Hungarian).

M. J. A. NEDERBRAGT, Director of Economic Affairs at the Ministry for Foreign Affairs (Netherlands).

M. Raul SIMON, Chief of the Budget Committee of the Ministry of Finance, Santiago (Chilian).

Mr. D. G. de VILLIERS, Envoy Extraordinary and Minister Plenipotentiary (South African).

M. S. U. ZAU, Director of the Bureau of Industrial and Commercial Information of the Ministry of Industry, Commerce and Labour (Chinese).

*B. The Consultative Committee of the Economic Organisation.*

- M. George THUNIS, Minister of State (Belgian) (*Chairman*).  
 Sir Atul Chandra CHATTERJEE, High Commissioner for India in London (Indian) (*Vice-Chairman*).  
 M. COLIJN, former Prime Minister, former Minister of Finance (Netherlands) (*Vice-Chairman*).  
 M. LOUCHEUR, former Minister, Deputy (French) (*Vice-Chairman*).  
 Lord BARNBY, past President of the Federation of British Industries, President of the Wool Textile Delegation, Director of Lloyd's Bank (British).  
 M. BENNI, Deputy, President of the Fascist General Industrial Federation (Italian).  
 Professor Francisco BERNIS, Secretary-General of the National Banking Council (Spanish).  
 M. J. D. BARBOZA CARNEIRO, Commercial Attaché to the Brazilian Embassy in London (Brazilian).  
 M. CHUAN CHAO (Chinese), Barrister.  
 M. J. CLAN, Plenipotentiary Minister, President of the Danish Commission for the Conclusion of Commercial Treaties (Danish).  
 M. F. P. DA CUNHA LEAL, Engineer, Governor of the Bank of Angola, former Prime Minister and Minister of Finance (Portuguese).  
 Mme. Emmi FREUNDLICH, President of the International Guild of Co-operative Societies (Austrian).  
 M. Jules GAUTHIER, President of the National Federation of Agricultural Associations (French).  
 M. Gustave L. GERARD, Director-General of the Central Industrial Committee of Belgium (Belgian).  
 M. Hipolit GLIWIC, Senator, Vice-Marshal of the Senate, former Minister (Polish).  
 Count HANNI, former Minister of Supplies, President of the Section for Economic Policy of the National Association of Agriculturists (Hungarian).  
 Dr. A. HERRMANN, former Minister, Member of the International Agricultural Commission (German).  
 Dr. F. HORÁK, Professor of Political Economy, President of the Federation of Employers' Syndicates (Czechoslovak).  
 M. E. JARAMILLO, Senator, Minister of Finance (Colombian).  
 M. JOUHAUX, Member of the Governing Body of the International Labour Office (French).  
 M. N. KAWASUMI, Minister at Athens, former Director of the Department of Commercial Treaties in the Foreign Ministry (Japanese).  
 Dr. C. LAMMERS, Member of the Reichstag, Member of the Board of Directors of the *Reichsverband der deutschen Industrie* (German).  
 Professor E. LAUR, Director of the Swiss Peasants' Union (Swiss).  
 Sir Walter T. LAYTON, Editor of the *Economist* (British).  
 M. Aloys MEYER, Director-General of "L'Arbed" (Luxembourg).  
 Mr. F. L. McDONGALL (Australian).  
 M. F. von MENDELSSOHN, President of the *Industrie-und Handelskammer* (German).  
 M. Hermann MÖLLER, Member of the Governing Body of the International Labour Office (German).  
 M. A. NASTA, Professor at the Agricultural College of Bucharest, Director-General at the Ministry of Agriculture and Domains (Roumanian).  
 M. A. OBER, Director-General of the Postal Service, former Minister of Communications (Swedish).  
 M. OUDERST, Member of the Governing Body of the International Labour Office (Dutch).  
 M. DE PRÉVIGNANT DE FONTVILLÉ, President of the *Comité des Houillères de France* (French).  
 M. PORLAWSKI, former President of the Union of Agricultural Associations, former Under-Secretary of State in the Ministry of Finance (Polish).  
 Sir Arthur PUGH, Vice-President of the General Council of the Trades Union Congress, Secretary of the Iron and Steel Trades Confederation (British).  
 Sir Walter RAINE, President of the Association of British Chambers of Commerce (British).  
 M. Tomas RAMÍREZ, former Minister of Education, Professor of Political Economy and Civil Law at Santiago University (Chilian).  
 M. E. ROSSONI, Minister of State (Italian).  
 M. SERRARENS, Secretary-General of the International Federation of Christian Syndicates (Netherlands).  
 Mr. Adam SHORTT, Chairman of the Board of Historical Publications (Canadian).  
 M. Vaino TANNIL, former Prime Minister of Finland, Director-General of the Elanto Co-operative Society (Finnish).  
 Mr. Alonso E. TAYLOR, Director of Food Research Institute, Stanford University (American).  
 Dr. Milan TODOROVITCH, Technical Adviser on Economic Questions in the Foreign Ministry (Yugoslav).  
 M. J. TSUSHIMA, Financial Commissioner of the Japanese Government in London (Japanese).  
 M. K. VAPVARESCU, Professor of Political Economy at Athens University (Greek).  
 Two American members.

*Economic Committee :*

- Sir Sydney CHAPMAN.  
 M. Gunnar JAHN.  
 Dr. E. TRENDLENBURG.  
 Dr. Richard SCHÜLLER.  
 M. D. ELIEL.

*Financial Committee :*

- M. Albert JANSSEN.

*International Institute of Agriculture (Rome) :*

- M. DE MICHELIS, President of the International Institute of Agriculture.

*International Chamber of Commerce (Paris) :*

- The President of the International Chamber of Commerce.  
 Mr. Roland W. BOYDEN, Member of the International Chamber of Commerce.  
 M. E. HELDRING, Member of the International Chamber of Commerce, President of the Chamber of Commerce of Amsterdam, Director of the *Konink. Nederlandsch. Stoomboot Maatschappij*.

*International Commission of Agriculture (Paris) :*

Member to be nominated.

*C. Committees in Relation with the Economic Committee.**(a) Committee of Experts on Customs Nomenclature.*

- M. FIGHIERA (*Chairman*), Director of Commercial and Industrial Affairs, French Ministry of Commerce.  
 M. COMTE, Inspector-General of Swiss Customs, Director-General of Customs.  
 M. FAÏL, Secretary of the Czechoslovak Chamber of Commerce.  
 M. I. FRENCZI, Ministerial Counsellor, Hungarian Ministry of Commerce.  
 M. H. FLACH, Adviser to the German Ministry of Commerce.  
 M. MAGNETTE, Inspector-General at the Belgian Ministry of Finance.  
 M. G. PACI, Bureau of Economic Studies of the Association of Stock Companies (Italian).

*(b) Committee of Experts on Veterinary Police Measures.*

- M. BURGI (*Chairman*), Director of the Swiss Federal Veterinary Office.  
 Professor VALLÉE (*Vice-Chairman*), Director of the French National Research Laboratory.  
 Comm. Dott. C. BISANTI, Director, Chief of the Veterinary Division of the Italian Ministry of the Interior.  
 Professor P. DE PARREIRAS-HORTA FIGUEIREDO, Director of the Department of Pastoral Industry at the Ministry of Agriculture, Brazil.  
 Mr. J. R. JACKSON, Chief Veterinary Officer at the British Board of Agriculture and Fisheries.  
 M. C. O. JENSEN, Chief of the Danish State Veterinary Services.  
 Dr. KASPER, Ministerial Counsellor, Austrian Ministry of Agriculture and Forests.  
 Professor LECLAINCHE, Inspector-General, Chief of the Sanitary Services of the French Ministry of Agriculture.  
 M. J. NOWAK, Professor of Veterinary Medicine in the Cracow Medical School.  
 M. C. J. PETROVITCH, Inspector in the Yugoslav Ministry of Agriculture, Water Supply, Veterinary Section.  
 Dr. VORACEK, Assistant Director of the Veterinary Section of the Czechoslovak Ministry of Agriculture.  
 Dr. WEHRLE, Director of the Veterinary Section of the German Health Ministry.

*D. Committee of Experts on Economic Statistics.*

(Appointed by the Council in January, 1931, under Article 8 of the Convention on Economic Statistics concluded at Geneva on December 14th, 1928.)

- Mr. R. H. COATS, Dominion Statistician, Ottawa.  
 Mr. E. Dana DURAND, Chief Economist of the U.S. Tariff Commission, formerly Chief, Statistical Research Division, Department of Commerce, Washington.  
 Mr. A. W. FLUX, Head of Statistical Department, Board of Trade, London.  
 Professor GINI, President of the Central Statistical Institute, Rome.  
 M. HUBER, Director of the *Statistique générale de la France*, Paris.  
 M. JAHN, Director of the Central Statistical Bureau, Oslo.  
 Dr. H. W. METHORST, Director-General of the Statistical Bureau at The Hague.  
 M. E. SZTUM DE SZTREM, Director of the Central Bureau of Statistics, Warsaw.  
 Dr. E. G. WAGEMANN, President of the State Statistical Office, Berlin.  
 Dr. LORENZ, President of the Committee on Social Statistics and Expert in the Federal Economic Department, Berne.  
 M. Miguel CASARES, Member of the Economic Committee.

*E. The Financial Committee.*

- M. F. SUVICH (*Chairman*), former Under-Secretary of State at the Ministry of Finance, Rome (Italian).  
 Count de CHALENDAR, formerly Financial Attaché, French Embassy, London (French).  
 M. JANSSEN, former Minister of Finance (Belgian).  
 M. KEMPNER, of Mendelssohn & Co., Berlin.  
 M. C. E. TER MEULEN, Bank Hope & Co., Amsterdam (Dutch).  
 Dr. Feliks MLYNARSKI, former Vice-President of the Bank of Poland (Polish).  
 Sir Otto E. NIEMEYER, Bank of England (British).  
 Dr. V. POSPISIL, Governor of the Czechoslovak National Bank (Czechoslovak).  
 M. RYGG, President of the Norwegian National Bank.  
 Sir Henry STRAKOSCH, Chairman of the Union Corporation, Ltd., London (South Africa).  
 M. Carlos A. TORNUST (Argentine).  
 M. J. TSUSHIMA, Financial Commission of the Japanese Government, London (Japanese).

*(a) Agricultural Credits Delegation :*

- M. C. E. TER MEULEN (*Chairman*) (Dutch).  
 Dr. KISSLER (German).  
 Professor Feliks MLYNARSKI (Polish).  
 M. di NOLA (Italian).  
 Dr. Vilém POSPISIL (Czechoslovak).  
 M. Eugène REGARD (French).  
 Dr. J. J. L. VAN RIJN (Dutch).  
 Sir Henry STRAKOSCH (South Africa).

*Substitute Members :*

Dr. Emile ROOS (Czechoslovak).  
Mr. Dudley WARD (British).

*(b) Gold Delegation.*

M. Albert JANSSEN (*Chairman*) (Belgian).  
Professor M. J. BONN (German).  
Professor Gustav CASSEL (Swedish).  
Count DE CHALENDAR (French).  
M. Guido JUNG (Italian).  
Sir Reginald MANT (British).  
Dr. Feliks MLYNARSKI (Polish).  
Dr. Vilém POSPISIL (Czechoslovak).  
Mr. George E. ROBERTS (American).  
Sir Henry STRAKOSCH (South Africa).  
Dr. L. J. A. TRIP (Dutch).

*1. The Financial Reconstruction of Austria.**Trustees for the Loan.**(Appointed by the Council.)*

M. Albert JANSSEN (Belgian).  
Mr. JAY, of Morgan & Co., Paris (American).  
M. Marcus WALLENBERG (Swedish).

*Agent at Vienna :*

Banque Nationale d'Autriche, Vienna.

*2. The Financial Reconstruction of Hungary.**Trustees for the Loan.**(Appointed by the Council.)*

Cav. di Gr. Cr. Giuseppe BIANCHINI (Italian).  
M. C. R. TER MEULEN (Netherlands).  
Sir Henry STRAKOSCH (South Africa).

*3. Adviser to the Bank of Greece.*

Mr. H. C. F. FINLAYSON (British).

*4. Settlement of Bulgarian Refugees.**(a) Commissioner of the League of Nations in Sofia.**(Appointed by the Council.)*

M. René CHARRON (French).

*(b) Trustees for the Loan, 1926.**(Appointed by the Council.)*

Cav. di Gr. Cr. Giuseppe BIANCHINI (Italian).  
Sir Herbert LAWRENCE (British).  
M. Marcus WALLENBERG (Swedish).

*(c) Trustees for the Loan, 1928.**(Appointed by the Council.)*

Count DE CHALENDAR (French).  
Sir Otto NIEMEYER (British).

*5. Danzig Municipal Loan, 1925.**Danzig : Loan of Free City, 1927.**Trustee :**(Appointed by the Council.)*

M. C. E. TER MEULEN (Netherlands).

*Agent of Trustee :*

Bank of Danzig, Danzig.

*6. Estonian Loan, 1927.**Trustee :**(Appointed by the Council.)*

M. Albert JANSSEN (Belgian).



*F. The Fiscal Committee.*

- M. Mareel BORDUGE (*Chairman*), Counsellor of State, Director-General of Direct Taxes, Registration, Domains and Stamps, Ministry of Finance (French).  
 Professor Th. S. ADAMS, of Yale University (American).  
 M. Hans BLAU, Director of the Federal Administration of Taxes (Swiss).  
 Dr. Gino BOLAFFI, Director, Head of Division, Directorate General of Taxes, Ministry of Finance (Italian).  
 M. CLAVIER, Director-General of Taxes, Ministry of Finance (Belgian).  
 M. Diez de MEDINA, ex-Minister of Finance of Bolivia, Counsellor of the Bolivian Legation, Washington (Bolivian).  
 Dr. H. DORN, Director at the Ministry of Finance (German).  
 Dr. FLORÈS DE LEMUS, Directorate General of Public Revenue, Ministry of Finance (Spanish).  
 M. MANTZAVINOS, Director-General of Public Accounts, Ministry of Finance (Greek).  
 Dr. J. H. R. SINNINGHE DAMSTÉ, Director-General of Taxes, Ministry of Finance (Dutch).  
 Sir Percy THOMPSON, Vice-President of the Board of Inland Revenue (British).  
 A member belonging to an Asiatic country.

*Delegates of the Financial Committee :*

- Dr. Vilém POSPISIL.  
 Dr. F. MLYNARSKI.

## 3. COMMUNICATIONS AND TRANSIT.

*Advisory and Technical Committee for Communications and Transit.*

(Constituted at the request of the First Assembly by the General Transit Conference of March, 1921 ; consists of one member nominated by each of the permanent Members of the Council and by such other States as the Conference may decide, having regard to technical interests and geographical representation.)

- M. R. HEROLD (appointed by the Government of Switzerland), Chief of District of the Federal Railways (*Chairman*).  
 M. A. POLITIS (appointed by the Government of Greece), Technical Adviser of the Greek Legation in France (*Vice-Chairman*).  
 M. F. L. SCHLINGEMANN (appointed by the Government of the Netherlands), Chief Engineer, Director of the Rijkswaterstaat (*Vice-Chairman*).  
 Dr. Raúl AMADOR (appointed by the Government of Panama), Counsellor of Legation, Chargé d'Affaires of Panama in Paris.  
 Sir John BALDWIN (appointed by the Government of Great Britain), representative of Great Britain on the International River Commissions.  
 M. B. DJOURKITCHICH (appointed by the Government of Yugoslavia), Director-General of the Royal State Railways.  
 M. Silvain DREYFUS (appointed by the Government of France), Vice-President to the General Council of Roads and Bridges and of the High Council of Public Works.  
 M. Jules FELDMANS (appointed by the Government of Latvia), Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate accredited to the League of Nations.  
 Dr. H. GRÜNEBAUM (appointed by the Government of Austria), Ministerial Counsellor at the Federal Ministry for Commerce and Communications.  
 Dr. J. G. GUERRERO<sup>1</sup> (appointed by the Government of Salvador), former Minister for Foreign Affairs ; Envoy Extraordinary and Minister Plenipotentiary in France.  
 M. P. G. HÖRNELL (appointed by the Government of Sweden), Member of the Swedish Academy of Technical Sciences, former Professor at the Royal Polytechnical University (Stockholm).  
 M. N. ITO (appointed by the Government of Japan), Counsellor of Embassy, Assistant Director of the Imperial Japanese Office of the League of Nations.  
 Phya Abhibal RAJAMAITRI (appointed by the Government of Siam), Envoy Extraordinary and Minister Plenipotentiary in Italy.  
 Dr. A. J. RESTREPO (appointed by the Government of Colombia), Permanent Delegate accredited to the League of Nations.  
 Dr. A. SEELIGER (appointed by the Government of Germany), Minister Plenipotentiary.  
 M. G. SINIGALLA (appointed by the Government of Italy), former Chief Inspector and Adviser to the Board of Directors of the Royal State Railways.  
 Dr. A. DE VASCONCELOS (appointed by the Government of Portugal), Minister Plenipotentiary, Secretary-General of the Portuguese Service of the League of Nations.  
 A member to be appointed by the Argentine Government.

## I. PERMANENT COMMITTEES.

*A. Permanent Committee for Ports and Maritime Navigation.*

Sir Norman HILL, Bart. (*Chairman*).

*(a) Committee for Ports :*

- Mr. G. E. BAKER, Assistant Secretary of the Board of Trade, London.  
 M. HÖRNELL.  
 M. G. INGIANNI, Director-General of the Italian Mercantile Marine.  
 M. ITO.

<sup>1</sup> Resigned on appointment to the Permanent Court of International Justice.

Captain M. NORTON, former Director of the Portuguese Lighthouse Service.  
 Dr. F. E. ROBINOW, Ministerial Counsellor of the German Ministry for Communications.  
 M. P. H. WATIER, Counsellor of State; Director of Navigable Waterways and Maritime Ports in the French Ministry of Public Works.

(b) *Committee for Maritime Navigation:*

Sir Alan ANDERSON, Vice-President of the Chamber of Shipping of the United Kingdom.  
 M. M. BOEGER, President of the Shipowners' Association of Hamburg.  
 M. G. BRETON, Shipowner (France).  
 M. Léon DENS, Senator (Belgium).  
 M. A. G. KRÖLLER, Member of the Economic Council of the Ministry for Foreign Affairs of the Netherlands.  
 M. Arthur H. MATHIESEN, Vice-President of the Norwegian Shipowners' Association.  
 M. A. PALANCA, Naval Architect; Representative of the *Navigazione Generale Italiana*, Genoa.

*B. Permanent Committee for Inland Navigation.*

M. Silvain DREYFUS (*Chairman*).  
 Sir John BALDWIN.  
 M. DELMER, Secretary-General of the Department for Roads and Bridges at the Belgian Ministry of Public Works.  
 M. G. POPESCO, Engineer; Professor at the Polytechnic School, Bucharest.  
 Phya Abhibal RAJAMAITRI.  
 M. C. ROSSETTI, Minister Plenipotentiary; Representative of Italy on the International River Commissions.  
 M. A. DIETRICH VON SACHSENFELS, Minister Plenipotentiary; Hungarian Delegate on the International Danube Commission.  
 M. SCHLINGEMANN.  
 M. SEELIGER.  
 M. Milan YOVANOVITCH, Director of Inland Navigation in the Kingdom of Yugoslavia.

*C. Permanent Committee for Transport by Rail.*

M. HEROLD (*Chairman*).  
 M. DJOURITCHITCH.  
 M. GRÜNEBAUM.  
 M. POLITIS.  
 M. SINIGALIA.  
 General R. DE CANDOLLE, former Managing Director of the Great Southern Railway Company, Buenos Ayres.  
 Sir Francis DENT, former Chairman of the Railways Committee of the Second General Conference on Communications and Transit; ex-Managing Director of the South Eastern and Chatham Railway.  
 M. C. M. GRIMPRET, Director-General of Railways at the French Ministry of Public Works.  
 M. J. KALFF, former Director-General of the Netherlands Railways.  
 Count LAGARDE, Duke of Entotto, Minister Plenipotentiary, High Counsellor, Diplomatic Representative accredited to the League of Nations.  
 Dr. O. LANKAS, Director at the Czechoslovak Ministry of Railways.  
 Dr. G. LEGUIZAMON, Secretary-General of the South American Railway Congress, Buenos Ayres.  
 M. F. MOSKWA, Head of Division at the Polish Ministry of Communications.  
 M. OUANG-HANG, Railway Engineer; Technical Secretary to the Chinese Legation in Paris.  
 Sir Henry THORNTON, Chairman of the Board of Directors and President of the Canadian State Railways.  
 Dr. VOGEL, *Geheimer Oberregierungsrat* at the German Ministry of Communications.  
 Colonel T. A. HIAM, Assistant to the President of the Canadian National Railways.  
 M. A. POURCEL, Assistant Chief Engineer of the Paris-Lyons-Mediterranean Railway Company; Assistant Secretary-General of the International Railway Union.  
 M. P. WOLF, Director of the German State Railway Company.

(*Administrative Section.*)

(*Technical Advisers assisting the Chairman.*)

*D. Permanent Committee on Electric Questions.*

M. HÖRNELL (*Chairman*).  
 M. DE VASCONCELLOS (*Vice-Chairman*).  
 Sir John BROOKE, Electricity Commissioner, Electricity Commission, London.  
 M. J. CHUARD, Civil Engineer; Director of the "*Banque pour entreprises électriques*," Zurich.  
 M. COLSON, Chief of the Roads Department, of Hydraulic Power and Distribution of Electric Energy at the French Ministry of Public Works.  
 Dr. R. HAAS, Director of the *Kraftübertragungswerke*, Rheinfelden, Germany.  
 M. Oreste JACOBINI, Engineer Chief of the Main Service of the Italian State Railways.  
 The Chairman of the International Executive Council of the World Power Conference.  
 A representative of the "*Conférence des grands réseaux à haute tension*".  
 A representative of the "*Commission électrotechnique internationale*".

*E. Permanent Committee on Road Traffic.*

Dr. A. STIÉVENARD, former Member of the Communications and Transit Committee (Belgian) (*Chairman*).  
 M. F. AMUNATEGUI (Chilian), Engineer of Bridges and Roads; Secretary-General of the Mixed Courts of Arbitration.

M. O. BILFELDT, Head of Section at the Ministry of Justice of Denmark.  
 M. E. CHAIX, President of the *Conseil central du Tourisme international*, Paris.  
 M. S. CRESPI, Vice-President of the International Federation of Automobile Clubs ; President of the Royal Italian Automobile Club.  
 M. E. DELAQUIS, Professor at Hamburg University.  
 Mr. C. FRANKLIN, of the Roads Department, Ministry of Transport of Great Britain.  
 M. GRÜNEBAUM.  
 M. E. MELLINI, Chief Inspector of Railways, Tramways and Automobiles of the Kingdom of Italy.  
 M. PFLUG, Ministerial Counsellor of the German Ministry of Communications.  
 M. J. F. SCHÖNFELD, Administrator at the Department of Communications of the Netherlands.  
 M. WALCKENAER, Inspector-General of Mines at the French Ministry for Public Works.

#### F. Permanent Legal Committee.

Dr. F. J. URRUTIA,<sup>1</sup> Envoy Extraordinary and Minister Plenipotentiary of Colombia in Switzerland (*Chairman*).  
 M. A. BAGGE, *Conseiller référendaire* at the Swedish High Court of Justice.  
 Mr. W. E. BECKETT, Assistant Legal Adviser, Foreign Office, London.  
 M. DUZMANS, Envoy Extraordinary and Minister Plenipotentiary of Latvia at Prague and Belgrade.  
 Jonkheer W. J. M. VAN EYSINGA,<sup>1</sup> Professor at the University of Leyden.  
 M. J. HOSTIE, Secretary-General of the Central Commission for Rhine Navigation ; former Legal Adviser at the Belgian Department of Marine.  
 M. KÖNIGS, Head of Section at the German Ministry for Communications.  
 M. René MAYER, *Maître des requêtes honoraire au Conseil d'État* (France), Professor at the *Ecole libre des Sciences Politiques*, Paris.  
 M. M. PILOTTI, former Counsellor at the Court of Cassation, Rome, first President of the Court of Appeal.  
 Dr. SCIE TON-FA, of the Chinese Legation at Paris.  
 M. B. WINIARSKI, Deputy, Professor of the Faculty of Law at the University of Posen.

### II. PERMANENT OR TEMPORARY SUB-COMMITTEES.

#### Budget Sub-Committee.

M. POLITIS (*Chairman*).  
 M. AMADOR.  
 Sir John BALDWIN.  
 M. Silvain DREYFUS.  
 M. FELDMANS.  
 M. RESTREPO.  
 M. SINIGALIA.  
 M. DE VASCONCELLOS.

### III. TEMPORARY COMMITTEES.

#### A. Technical Committee for Buoyage and Lighting of Coasts.

M. WATIER (*Chairman*).  
 M. P. VAN BRAAM VAN VLOTEN, Director of the Technical Lighthouse Service of the Netherlands.  
 M. E. HÄGG, Director-General of the Royal Administration of Pilotage, Lighthouses and Buoys of Sweden.  
 M. ITO.  
 M. José HERBELLA Y ZOBEL, Assistant Chief Engineer in the Central Service for Maritime Signals of Spain.  
 Admiral L. LANGLOIS, former Director-General and Chief of the Chilean Naval General Staff.  
 Colonel A. LURIA, Military Engineer of the Italian Navy.  
 M. G. MEYER, Ministerial Counsellor of the Navigable Waterways Section in the German Ministry of Communications.  
 Captain M. NORTON.  
 Commander RASI-KOTSICAS, Greece.  
 M. A. DE ROUVILLE, Chief Engineer for Bridges and Roads and for the French Central Lighthouse and Buoyage Service.  
 Baron G. WREDE, Director-General of the Finnish Naval Administration.  
*For the International Hydrographic Bureau :*  
 The President of the Directing Committee of the Bureau.

#### B. Technical Committee for Maritime Tonnage Measurement.

M. A. VAN DRIEL, Advisory Naval Architect to the Netherlands Navigation Inspection Service (*Chairman*).  
 M. L. AALL, Principal Surveyor for Tonnage in Norway.  
 Mr. F. W. BICKLE, Principal Surveyor for Tonnage, Board of Trade, London.  
 M. BRETON.  
 M. P. A. LINDBLAD, Commercial Adviser, Chief of the Shipping Inspection Service of the Central Administration of Trade and Industry in Sweden.

<sup>1</sup>M. Urrutia and Jonkheer van Eysinga resigned on appointment to the Permanent Court of International Justice.

M. PALANCA.  
Dr. ROBINOW.

M. Y. SAITO, representing the Nippon Yusen Kaisha in London.

Mr. C. SKENTELBERY, European Manager of the Maintenance and Repair Department of the United States Shipping Board, London.

*Drafting Committee :*

M. VAN DRIEL (*Chairman*).

M. AALL.

Mr. BICKLE.

M. BRETON.

M. J. F. RICHARD, Head of Section of the Customs Department of the French Ministry of Finance, assisting M. Breton.

*C. Committee on the Unification of River Law.*

M. B. WINIARSKI (*Chairman*).

M. E. BONAKI, First President of the Court of Appeal of Galatz.

M. P. CHARGUERAUD-HARTMANN, Secretary of the International Oder Commission ; Legal Adviser to the French Ministry of Marine.

M. J. HOSTIE.

M. E. DE JARMAY, Director of the Royal Hungarian River and Maritime Navigation Company, Ltd. (M.F.T.R.).

M. G. NAUTA, Barrister at Rotterdam.

M. R. RICHTER, Head of Department at the German Ministry of Justice.

M. C. ROSSETTI.

M. F. SITENSKY, Chief Counsellor at the Ministry of Commerce of Czechoslovakia.

*D. Committee on Combined Transport.*

M. Umberto BROCCA, Director-General of the *Società Italiana dei Servizi Maritimi*.

Jonkhcer VAN DEN BERCH VAN HEEMSTEDE, General Director of the International Air Traffic Association, The Hague.

M. LANKAS.

M. Gaston LEVERVE, Secretary-General of the International Railway Union, Paris.

M. Anton MENS, Director of Freight Service of the firm W. M. Müller & Co., Rotterdam.

M. Henri NIEMACK, Ministerial Counsellor in the German Ministry of Communications.

M. RIBERT, Professor at the Faculty of Law of Paris.

Mr. Walter Leslie RUNCIMAN, of Runciman & Co., Shipowners, London, representing the International Chamber of Commerce.

*E. Committee on the Unification of Transport Statistics.*

*(a) Maritime Navigation Section.*

M. J. H. F. CLAESSSENS (*Chairman*), Director of Commercial Statistics, The Hague.

Mr. A. W. FLUX, Head of the Statistical Department of the Board of Trade.

M. GAYON, Head of the Commercial Statistical Department of the General Directorate of French Customs.

M. S. GIACCHETTI, of the Directorate of the Italian Mercantile Marine.

Mr. GRENING, Director for Europe of the U.S. Shipping Board Merchant Fleet Corporation, London.

M. HOSTIE.

Dr. W. TEUBERT, Ministerial Counsellor at the Prussian Ministry for National Economy.

*(b) Inland Navigation Section.*

M. J. H. F. CLAESSSENS (*Chairman*).

M. P. DEMETRIAD, Engineer ; Inspector-General ; Director of the Docks at Braila.

General Wm. W. HARTS, U.S. Army, Military Attaché, American Embassy in France.

M. HOSTIE.

M. H. HOUEURT, Chief Engineer of Bridges and Roads ; Director of the French National Office of Navigation.

M. PIEKALKIEWICZ, Head of Section of the Polish Central Statistical Office.

Dr. W. TEUBERT.

M. F. VILFAN, Delegate of Yugoslavia to the International Danube Commission.

*(c) Railways Section.*

M. COLSON (*Chairman*), Member of the *Institut de France*.

Mr. W. FAYETTE ALLPORT, Commercial Attaché, U.S. Embassy in France.

M. HONDL, Ministerial Counsellor at the Czechoslovak Ministry for Railways, Head of the Department for Statistics and Organisation.

Mr. A. E. KIRKUS, Director of Statistics, Ministry of Transport of Great Britain.

M. MUSELLE, Chief Engineer, National Society of Belgian Railways.

M. STEURNAGEL, Director of the *Reichsbahngesellschaft*.

M. TOSTI, Engineer of the Italian State Railways.

## 2. INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION, PARIS.

(a) *Governing Body.*

By agreement between the French Government and the Council of the League, the members of the Committee on Intellectual Co-operation also sit as the Governing Body of the International Institute.

(b) *Directors' Committee.*

(Appointed by the Governing Body of the Institute with the approval of the Council of the League. Same members as the Executive Committee, under the chairmanship of the Chairman of the Governing Body; the three members of the Executive Committee who are not members of the Committee on Intellectual Co-operation sit in an advisory capacity on the Directors' Committee.)

## 3. PERMANENT COMMITTEES OF EXPERTS.

(a) *Permanent Committee on Arts and Letters.*

(Constituted under a resolution of the Eleventh Assembly.)

Professor Bela BARTOK, Professor at the *Conservatoire* at Budapest, Composer and Orchestra Conductor (Hungarian).

M. Karel CAPEK, Author and Dramatist (Czechoslovak).

M. COSTA DU REIS, Writer (Bolivian).

M. Henri FOCILLON, Professor of the History of Art at the Sorbonne (French)

M. Julien LUCHAIRE, Director *emeritus* of the International Institute of Intellectual Co-operation (French).

M. Salvador DE MADARIAGA, Professor of Spanish Literature at Oxford University (Spanish).

M. Thomas MANN, Author (German).

Mr. John MASFIELD, D.Litt., Poet Laureate of Great Britain (British).

M. Ugo OJETTI, Author and Journalist (Italian).

M. Georges OPRESCU, Professor at Bucharest University, former Secretary of the International Committee on Intellectual Co-operation (Roumanian).

Professor Ragnar OSTBERG, Architect (Swedish).

M. R. PARIVENI, Directeur des Beaux-Arts in Italy (Italian).

Mme. Nini ROLL-ANKER, Authoress (Norwegian).

M. Josef STRZYGOWSKI, Professor of the History of Art at Vienna University (Austrian).

Mlle. H. VACARESCO, Authoress (Roumanian).

M. Paul VALERY, Member of the Académie française (French).

Dr. A. W. WAETZOLDT, Director-General of Prussian Museums (German).

*Representatives of the Committee on Intellectual Co-operation :*

Professor Gilbert MURRAY.

M. DESTREE.

M. DE REYNOLD.

(b) *Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations.*

Professor Gilbert MURRAY (British).

M. DESTREE (Belgian).

M. CASARES (Spanish).

M. Luis A. BARALT (Cuban), Professor and Author of Works on Pedagogy.

M. S. N. CHATURVEDI (Indian), "Licentiate of Teaching" at the University of Allahabad; Director of a Secondary School at Lucknow.

M. Ivan DJAYA, Professor at Belgrade University.

Mme. DREYFUS-BARNEY (French), Vice-President of the Peace Section of the International Council of Women.

Dr. Stephen P. DUGGAN (American), Director of the Institute of International Education.

Senora GALLAGHER-PARKS (Peruvian), Chairman of the Peruvian National Council of Women.

M. Giuseppe GALLAVRESI (Italian), Professor of History at the University of Milan; Author of Historical Works and Assessor for Education at Milan.

M. C. KIRITZESCO (Roumanian), Director of Secondary Education at the Ministry of Education, Bucharest.

M. Peter MUNCH (Danish), Minister for Foreign Affairs; Author of several History Manuals.

M. Rosset (French), Director of Primary Education at the Ministry of Education, Paris.

M. W. SCHILLBERG (German), Counsellor at the Ministry of Education, Prussia.

M. P. T. SHEN (Chinese), Director of the Franco-Chinese Institute, Lyons.

Professor Alfred ZIMMERN (British), Professor of International Relations, Oxford University.

(c) *Sub-Committee on the Interchange of Teaching Staff.*

Professor Gilbert MURRAY.

Mlle. BONNEVIE.

M. BRUNSCHVICG.

M. CASTILLEJO.

M. DUFOUR-FERONCE.

Mr. Vernon KELLOGG.

M. MILLIKAN.

M. OPRESCU.

## 4. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE, ROME.

(a) *Governing Body.*

(Appointed under Council resolutions of September 1928, March 1929, September 1929, and January 1931, the members act in their individual capacity.)

Professor Alfredo Rocco (Italian) (*Chairman*).

Dr. Leo CHRZANOWSKI (Polish), Head of the Press Bureau at the Ministry for Foreign Affairs

Dr. Hans CÜRLIS (German), Chairman of the German Association of Film Producers.

Dr. Thomas E. FINEGAN (American), Director of the Eastman Teaching Films, Rochester, N.Y.

Professor Henri FOCILLON (French), Professor at the Sorbonne.

Mr. G. T. HANKIN (British), Board of Education, London.

Dr. Hugo KRÜSS (German), Director of the Prussian State Library, Berlin.

M. Louis LUMIÈRE (French), Member of the Institute of France.

Mr. Carl MILLIKEN (American), Secretary-General of the Motion Picture Producers and Distributors (U.S.A.).

Mlle. Gabriela MISTRAL (Chilian), former Headmistress of a secondary school for girls; Authoress.

M. George OPRESCU (Romanian), Professor at the University of Bucharest.

Dr. R. P. PARANJPYE (Indian), former Minister of Education, Bombay, Member of the Council of the Secretary of State for India, London.

Professor Gonzague DE REYNOLD (Swiss), Member of the Committee on Intellectual Co-operation

Don Pedro SANGRO Y ROS DE OLANO, Marques de Guad-el-Jelu (Spanish), Member of the Child Welfare Committee.

Count CARTON DE WIART (Belgian), Member of the Child Welfare Committee.

(b) *Permanent Executive Committee.*

(Appointed by the Governing Body of the Institute, with the approval of the Council of the League.)

M. A. Rocco (*Chairman*).

Professor FOCILLON.

Dr. Hugo KRÜSS.

Mr. Carl MILLIKEN.

Dr. PARANJPYE.

Don Pedro SANGRO Y ROS DE OLANO, Marques de Guad-el-Jelu.

The following have the right to take part in an advisory capacity in the sessions of the Governing Body and the Permanent Executive Committee, either in person or through a representative:

The Secretary-General of the League of Nations.

The Director of the International Labour Office.

The Director of the International Institute of Intellectual Co-operation.

The President of the International Institute of Agriculture.

\* \* \* \*

## INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

(a) *Governing Body.*

M. Vittorio SCIALOJA (Italian) (*President*), Minister of State, Senator.

M. ADACHI (Japanese), President of the Permanent Court of International Justice.

M. CAPITANT (French), Professor of Civil Law at the Faculty of Law, University of Paris.

Page 77—

4. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE,  
ROME.(a) *Governing Body.*

Add to List of Members:

M. Jules DESTREE (Belgian), Vice-Chairman of the International Committee on Intellectual Co-operation; former Minister of Fine Arts.

M. RABEL.

M. DESTREE.

M. ADACHI.

## V. — ADMINISTRATIVE COMMISSIONS, MINORITIES, ETC.

## 1. THE PERMANENT MANDATES COMMISSION.

(Constituted under paragraph 9 of Article 22 of the Covenant. The members are appointed by the Council in an individual capacity.)

Mlle. V. DANNEVIC, Principal of the Vestheim High School, Oslo (Norwegian).

Lord LUGARD, former Governor of Nigeria (British).

M. M. MERLIN, Honorary Governor-General of Colonies (French).  
 M. Pierre ORTS, Minister Plenipotentiary (Belgian).  
 M. L. PALACIOS, former Under-Secretary of State, Professor at Madrid University (Spanish).  
 Count DE PENHA GARCIA, former Minister of Finance, Vice-President of the International Colonial Institute at Brussels (Portuguese).  
 M. William RAPPARD, Professor at Geneva University (Swiss).  
 Dr. J. RUPPEL, former Director of the Finance Ministry (German).  
 M. D. VAN REES (*Vice-Chairman*), former Vice-Chairman of the Council of the Netherlands East Indies (Netherlands).  
 M. N. SAKENOBÉ, former Minister of Japan in Chile (Japanese).  
 Marquis A. THEODOLI (*Chairman*), former Under-Secretary of State at the Colonial Ministry (Italian).

*Representative of the International Labour Organisation :*

Mr. WEAVER.

2. SAAR BASIN GOVERNING COMMISSION.

(Constituted under the Treaty of Versailles. The members are appointed by the Council in an individual capacity.)

Sir Ernest WILTON (*Chairman*) (British).  
 Dr. EHNRNROTH (Finnish).  
 M. KOSSMANN (Saar).  
 M. MORIZE (French).  
 M. VEZENSKY (Czechoslovak).

3. HIGH COMMISSIONER FOR THE LEAGUE OF NATIONS IN DANZIG.

(Appointed under Article 103 of the Treaty of Versailles.)

Count Mandredi GRAVINA (Italian).

4. PRESIDENT OF THE UPPER SILESIAN MIXED COMMISSION

(Appointed by the Council under the German-Polish Convention on Upper Silesia)

M. Felix CALONDER (Swiss).

5. PRESIDENT OF THE UPPER SILESIAN ARBITRAL TRIBUNAL.

(Appointed by the Council under the German-Polish Convention on Upper Silesia.)

M. G. KAECKENBEECK (Belgian).

6. GRECO-TURKISH EXCHANGE OF POPULATION COMMISSION.

(Three members, including the President, are appointed by the Council under the Greco-Turkish Exchange of Populations Convention.)

M. H. HOLSTAD (Norwegian).  
 M. M. Rivas DE VICUNA (Chilian).  
 M. Holger ANDERSEN (Danish).

7. GRECO-BULGARIAN EMIGRATION COMMISSION.

(Two members, including the President, are appointed by the Council under the Greco-Bulgarian Reciprocal Emigration Convention.)

Colonel A. C. CORTE (New Zealander).  
 Colonel J. DE REYNIER (Swiss).

VI. — SOCIAL QUESTIONS.

I. ADVISORY COMMITTEE ON TRAFFIC IN OPIUM

(Constituted under a resolution of the First Assembly. The members represent their Governments; the assessors are appointed by the Council in an individual capacity.)

Austria . . . .	Dr. Bruno SCHULTZ.
Belgium . . . .	M. CARNOY.
Bolivia . . . .	Dr. Manuel CUELLAR. <sup>1</sup>
China . . . . .	M. WOO KAISENG.
Egypt . . . . .	T. W. RUSSELL PASHA.
France . . . . .	M. BOURGOIS.
Germany . . . .	Dr. KÄHLER.
Great Britain. .	Sir Malcolm DELEIVINGNE.
India . . . . .	Sir John CAMPBELL.
Italy . . . . .	M. CAVAZZONI.
Japan . . . . .	M. SAWADA.
Mexico . . . . .	M. Salvador Martinez DE ALBA.
Netherlands . .	M. W. G. VAN WETTUM.

<sup>1</sup> Dr. Claudio Calderon MENDOZA will act as representative during the absence of Dr. Cuellar.

Poland . . . .	M. CHODZKO.
Portugal . . . .	Dr. A. DE VASCONCELLOS.
Siam . . . . .	Prince DAMRAS.
Spain . . . . .	M. Julio CASARES.
Switzerland . . . .	Dr. CARRIÈRE.
United States of America	Mr. J. K. CALDWELL (appointed by his Government to attend in an unofficial capacity).
Uruguay . . . . .	M. Alfredo DE CASTRO.
Yugoslavia . . . .	M. FOTITCH.

*Assessors :*

Mr. L. A. LYALL, former Commissioner of the Chinese Maritime Customs.  
M. A. H. SIRKS, Chief of the Rotterdam Police, Rotterdam.

## 2. THE PERMANENT CENTRAL OPIUM BOARD.

(Constituted under Article 19 of the Geneva Convention of 1925. Its members are appointed by the Council in an individual capacity.)

Dr. ANSELMINO (German).  
Professor GALLAVRESI (Italian).  
Mr. L. A. LYALL (British).  
Mr. H. L. MAY (American).  
M. MIYAJIMA (Japanese).  
Sir B. K. MULLICK (Indian).  
M. Henrik RAMSAY (Finnish).  
M. Lucide AGEL (French).

## 3. ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

(Reconstituted in 1925 under a resolution of the Fifth Assembly. Its members are appointed by and represent their Governments; the assessors are appointed by the Council in an individual capacity.)

*Members :*

Belgium . . . .	Count CARION DE WIART.
British Empire . . . .	Mr. S. W. HARRIS.
Denmark . . . . .	Mme. Estrid HEIN.
France . . . . .	M. REGNAULT.
Germany . . . . .	Mme. Gertrude BAUMER.
Italy . . . . .	Marquis PAULUCCI DI CALBOLI (deceased).
Japan . . . . .	M. Ito.
Poland . . . . .	Dr. CHODZKO.
Roumania . . . . .	M. COMNENE.
Spain . . . . .	Don Pedro SANGRO Y ROS DE OLANO, Marques de Guad-el-Jelu.
United States . . . .	Miss ABBOTT.
Uruguay . . . . .	Dr. Paulina LUISI.

*Assessors for Traffic in Women and Children Committee :*

Mr. S. COHEN, Jewish Association for the Protection of Girls and Women.  
Mme. CURCHOD-SECRETAN, *Fédération internationale des Amies de la jeune fille*.  
Mlle. LAVIELLE, *Union Internationale des Ligues féminines catholiques*.  
Mme. de MONTENACH, *Association catholique internationale des œuvres de protection de la jeune fille*.  
Mme. AVRIL DE SAINTE-CROIX, Women's International Organisations.  
Mr. SEMPINS, International Bureau for Suppression of Traffic in Women and Children.  
Liaison Officer with the International Labour Office.

*Assessors for Child Welfare Committee :*

Mlle. BURNIAUX, International Federation of Trade Unions.  
M. CASARES, Committee on Intellectual Co-operation.  
Dr. Fanny DALMAZZO, *Union internationale des Ligues féminines catholiques*.  
Dame Katharine FURSE, International Organisation of Boy Scouts and Girl Guides.  
Dr. HUMBERT, League of Red Cross Societies.  
Mr. Bascom JOHNSON.  
Mr. JOHNSTON, International Labour Office.  
Miss Julia LATHROP, National Conference of Social Work.  
Dr. POLLIGKEIT, *Union Internationale de Secours aux enfants*.  
Mlle. Emilie GOURD, Women's International Organisations.  
M. Henri ROLLET, *Association Internationale pour la protection de l'Enfance*.  
M. VELGHE, Health Organisation of the League of Nations.  
Miss Charlotte WHITTON, Social Service Council of Canada and Canadian Council of Child Welfare



#### 4. PREPARATORY COMMITTEE FOR THE INTERNATIONAL RELIEF UNION.

(Constituted under a resolution of the Fifth Assembly.)

##### 1. *Committee of Study :*

Senator GIOVANNI CIRAULO, substitute delegate for Italy at the fifth and sixth ordinary sessions of the Assembly.

Dr. W. KÜLZ, former Minister, Member of the Reichstag, Dresden.

M. FERNANDEZ Y MEDINA, Uruguayan Minister in Madrid.

Count CARTON DE WIART, Director of the *Société générale de Belgique*.

Lieut.-Colonel DRAUDT, Vice-Chairman of the League of Red Cross Societies, Paris.

Mr. T. B. KITTREDGE, Secretary-General of the League of Red Cross Societies, Paris.

Dr. Anders LINDSTEDT, President of the *Statens Livförsäkrings-Anstalt*, Stockholm.

M. André MATER, Barrister at the Court of Appeal, Paris.

Mr. Algernon MAUDSLAY, British Red Cross Society, London.

Senator MAURICE SARRAUT, Paris.

M. Georges WERNER, Professor at Geneva University.

##### *Deputy Members :*

M. René CASSIN, Professor, Paris.

Senator FRANÇOIS, Administrator of the Belgian Red Cross, Brussels.

M. Paul G. LAURIN, Director-General of the *Riksförsäkrings-Anstalt*, Stockholm, Chairman of the *Inspection Royale de l'Assurance Privée*.

##### 2. *Permanent Committee of the International Relief Union.*

Dr. W. KÜLZ (*Chairman*).

Senator CIRAULO.

Senator A. FRANÇOIS.

#### 5. INTER-GOVERNMENTAL REFUGEE ADVISORY COMMISSION.

(Constituted under a resolution of the Ninth Assembly.)

##### *Government Members :*

British Empire	.	.	Mrs. M. HAMILTON, M.P.
Bulgaria	.	.	M. D. MIKOFF.
China	.	.	Mr. CHEN-TING.
Czechoslovakia	.	.	Dr. FIERLINGER.
Estonia	.	.	M. A. SCHMIDT.
France	.	.	M. DE NAVAILLES-LABATUT.
Germany	.	.	Dr. VÖLCKERS.
Greece	.	.	M. R. RAPHAËL.
Italy	.	.	M. P. F. DE ROSSI DEL LION NERO.
Latvia	.	.	M. FELDMANS.
Poland	.	.	M. Th. GWIAZDOWSKI.
Roumania	.	.	M. C. ANTONIADE.
Yugoslavia	.	.	M. I. CHOUMENKOVITCH.

##### *Consultative Members :*

Sir Eric DRUMMOND, Secretary-General of the League of Nations.

M. Albert THOMAS, Director of the International Labour Office.

##### *Advisory Members nominated by the Governing Body of the International Labour Office :*

M. G. ČURČIN, Vice-President of the Federation of Industrial Corporations, Belgrade.

M. Herman MÜLLER, Vice-President, General Confederation of the German Trades Union.

##### *Technical Advisers :*

M. C. GOULKEVITCH, }  
 Baron B. NOLDE, } Council of former Russian Ambassadors.  
 Mr. W. A. MACKENZIE, "Save the Children" Fund International Union.  
 Mr. L. B. GOLDEN, British United Committee.  
 M. A. KHATISSIAN, Delegation of the Armenian Republic.  
 M. L. PACHALIAN, Central Committee of Armenian Refugees.  
 Captain C. PETERSEN, League of Red Cross Societies.  
 M. J. RUBINSTEIN, Central Committee on the Situation of Russian Refugees.

### VII. — FINANCIAL AND ADMINISTRATIVE QUESTIONS.

#### I. SUPERVISORY COMMISSION.

(Constituted under a resolution of the Second Assembly. The members are appointed by the Assembly in an individual capacity.)<sup>1</sup>

Dr. Stefan OSUSKÝ (Czechoslovak).

Lord MESTON OF AGRA (India).

Count Carl MOLTKE (Danish).

Dr. C. PARRA-PÉREZ (Venezuelan).

M. Jean RÉVEILLAUD (France).

<sup>1</sup> See *Monthly Summary*, Vol. X., No. 9, page 193.

*Substitute Members :*

M. DE MODZELEWSKI (Polish).  
M. DE OTLIK (Hungarian).

*Auditor of League Accounts :*

M. A. CERESA (Italian).

*Deputy Auditor :*

Dr. F. VIVALDI (Italian).

## 2. COMMITTEE ON THE ALLOCATION OF EXPENSES.

(Constituted under a resolution of the First Assembly. The members are appointed by the Council in an individual capacity.)

M. J. RÉVÉLARD (*Chairman*) (French).  
Dr. H. F. BRÜGER (German).  
Dr. A. LOPEZ (Colombian).  
Dr. Bogdan MARKOVITCH (Yugoslav).  
Mr. F. PHILLIPS (British).  
M. N. SATO (Japanese).  
M. SOLFRI (Italian).  
Sir Henry STRAKOSCH (South Africa).  
M. ZAHLE (Danish).

*Deputy Members :*

Dr. P. JACOBSON (Swedish).  
Dr. R. P. PARAMJYEE (Indian).

## 3. THE BUILDING COMMITTEE.

Sir Eric DRUMMOND, Secretary-General.  
Marquis PAULISTO DI CALABRITTO, Under-Secretary-General in Charge of Internal Administration.  
Mr. H. B. BUTLER, Deputy Director, International Labour Office.  
M. DI FAUSTO, Architect, Ministry of Foreign Affairs, Rome.  
Mr. J. H. MARSHAM, H.M. Office of Works, London.  
M. GILBERT PEYERLON, Director of the *Journal d'Art*, Paris.  
M. E. STREIT-BARON, Geneva.  
Dr. KLEIN, Architect, Dresden.  
M. BROUË VAN GELDEREN, Architect, The Hague.

*Substitute Members :*

Mr. S. JACKLIN, Treasurer—(substitute for the Secretary-General).  
M. A. DIASCHI, Architect, Rome—(substitute for M. di Fausto).  
M. Louis BERRY, Geneva—(substitute for M. Streit-Baron).  
Mr. F. W. L. CLUX, A.R.C.A., London—(substitute for Mr. Marsham).  
M. JACQUOT, Paris—(substitute for M. Peyerlon).

## ANNEX II.

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### THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

(Constituted under Article 14 of the Covenant of the League of Nations. The Judges are elected by the Assembly and the Council for a period of nine years.)

#### *Judges :*

M. ADATCI (Japanese).  
M. ANZILOTTI (Italian).  
M. FROMAGEOT (French).  
Sir Cecil HURST (British).  
M. ALTAMIRA Y CREVEA (Spanish).  
M. VAN EYSINGA (Dutch).  
M. GUERRERO (Salvador).  
Baron ROLIN-JAEQUEMYS (Belgian).

Mr. KELLOGG (American).  
Count ROSTWOROWSKI (Polish).  
M. SCHÜCKING (German).  
M. WANG CHUNG HUI (Chinese).  
M. de BUSTAMANTE Y SIRVEN (Cuban).  
M. NEGULESCO (Roumanian).  
M. URRUTIA (Colombian).

#### *Deputy Judges :*

M. ERICH (Finnish).  
M. DA MATTA (Portuguese).

M. NOVAKOVITCH (Yugoslav).  
M. REDLICH (Austrian).

#### *Registrar :*

M. HAMMARSKJÖLD (Swedish).

#### *Deputy Registrar :*

M. L. J. H. JORSTAD (Norwegian).

# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XI., No. 3.

MARCH, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month: March, 1931</i> . . . . .	83	V. <i>Intellectual Co-operation:</i> Intellectual Property . . . . .	92
II. <i>Scheme for European Union:</i>		VI. <i>Administrative Questions:</i> The Anglo-Iraqi Judicial Agree- ment . . . . .	93
1. Participation of non-Member States . . . . .	84	VII. <i>Political Questions:</i> The League and Liberia . . . . .	93
2. Meeting of the Organisation Sub-Committee of the Commis- sion of Inquiry . . . . .	84	VIII. <i>Social and Humanitarian Questions:</i> Refugees . . . . .	94
III. <i>Legal and Constitutional Questions:</i> International Engagements: Registration of Treaties . . . . .	86	IX. <i>Publications and Library Questions.</i>	94
IV. <i>The Technical Organisations:</i>		X. <i>Other Questions:</i> Award of the Wateler Peace Prize to the Secretary-General. . . . .	95
1. The Health Organisation: Rural Hygiene . . . . .	86	XI. <i>Forthcoming Events</i> . . . . .	95
2. The Economic and Financial Organisation:			
Concerted Economic Action . . . . .	87		
Economic Depression Inquiry. . . . .	87		
Agricultural Credits . . . . .	88		
Suppression of Counterfeiting Currency . . . . .	89		
Unification of Laws on Cheques First Session of the Committee of Statistical Experts . . . . .	90		
3. Communications and Transit: Road Traffic . . . . .	90		

### *The Permanent Court of International Justice.*

1. The Court's next Session . . . . .	96
2. Access to German Minority Schools in Polish Upper Silesia . . . . .	96
3. Railway Traffic between Lithuania and Poland . . . . .	96
4. Communication of Treaties . . . . .	96

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

March, 1931.

Economic, financial, and transit questions occupied a prominent place on the League's agenda for March. Four important conferences were in session, and no fewer than six agreements were concluded. The beginning of the month saw an exchange of views on the economic depression between representatives of national economic councils.

The Conference for the Unification of Laws on Cheques sat from February 23rd to March 19th, and concluded three conventions—on uniform regulations for cheques, the settlement

of conflicts of laws on the subject, and stamp laws in connection with cheques.

The European Conference on Road Traffic concluded two conventions of considerable interest to the motoring world—on the international unification of road signalling and the taxation of foreign motor vehicles. It also adopted a customs agreement on triptychs.

The first Conference of representatives of the Central Police Offices established to investigate cases of counterfeiting currency made sugges-

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 Baron ROLIN-JAEQUEMYNS (Belgian)

Mr. KELLOGG (American).  
 Count ROSTWOROWSKI (Polish).  
 M. SCHUCKING (German).  
 M. WANG CHUNG HUI (Chinese).  
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 M. URRUTIA (Colombian).

#### *Deputy Judges :*

M. ERICH (Finnish).  
 M. DA MATTA (Portuguese)

M. NOVAKOVITCH (Yugoslav).  
 M. REDLICH (Austrian).

#### *Registrar :*

M. HAMMARSKJOLD (Swedish).

#### *Deputy Registrar :*

M. L. J. H. JORSTAD (Norwegian).

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VOL. XI., No. 3.

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## TABLE OF CONTENTS

	PAGE		PAGE
I. Summary of the Month : March, 1931 . . . . .	83	V. Intellectual Co-operation : Intellectual Property . . . .	92
II. Scheme for European Union :		VI. Administrative Questions : The Anglo-Iraqi Judicial Agree- ment . . . . .	93
1. Participation of non-Member States . . . . .	84	VII. Political Questions : The League and Liberia . . . .	93
2. Meeting of the Organisation Sub-Committee of the Commis- sion of Inquiry . . . . .	84	VIII. Social and Humanitarian Questions : Refugees . . . . .	94
III. Legal and Constitutional Questions :		IX. Publications and Library Questions.	94
International Engagements :		X. Other Questions : Award of the Wateler Peace Prize to the Secretary-General. . . .	95
Registration of Treaties . . . .	86	XI. Forthcoming Events . . . . .	95
IV. The Technical Organisations :			
1. The Health Organisation : Rural Hygiene . . . . .	86		
2. The Economic and Financial Organisation ;			
Concerted Economic Action . .	87		
Economic Depression Inquiry.	87		
Agricultural Credits . . . . .	88		
Suppression of Counterfeiting Currency . . . . .	89		
Unification of Laws on Cheques .	89		
First Session of the Committee of Statistical Experts . . . .	90		
3. Communications and Transit : Road Traffic . . . . .	90		
		<i>The Permanent Court of International Justice.</i>	
		1. The Court's next Session . . . . .	96
		2. Access to German Minority Schools in Polish Upper Silesia . . . . .	96
		3. Railway Traffic between Lithuania and Poland . . . . .	96
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The first Conference of representatives of the Central Police Offices established to investigate cases of counterfeiting currency made sugges-

tions with a view to improving international co-operation in this matter, emphasised the desirability of an agreement for the prevention of the falsification of documents of value other than currency, and recommended a study of a convention on international police co-operation in the general prevention and punishment of crime.

The Second Conference on Concerted Economic Action held its second session from March 16th to 18th. It was unable to agree upon a date for

bringing into force the Commercial Convention of March 24th, 1930.

Other important meetings were those of the Statistical Committee established under the Convention on Economic Statistics of 1928, a Sub-Committee on the constitution, organisation, and procedure of the Commission of Inquiry for European Union, the Governing Body of the International Nansen Office for Refugees, and a Sub-Committee on Medical Care in Rural Districts.

## II.—SCHEME FOR EUROPEAN UNION.

### 1. PARTICIPATION OF NON-MEMBER STATES.

The Turkish Government has accepted the invitation of the Commission of Inquiry for European Union to take part in its work, and has intimated its intention of being represented at the May session.

In its letter of February 20th, the Turkish Government states that it is "convinced that the aim pursued by the States represented on the Commission of Inquiry for European Union can only be achieved by strict adherence to the generally recognised principles of the sovereignty of all the participating States, their equality at law, which is the basis of international relations, and the character of the Union itself, which must not be in opposition to any group of Powers in other Continents or in Europe."

It expresses the hope that the work of the Commission of Inquiry will lead to definite and practical results.

\* \* \*

The Icelandic Government has also accepted the Commission's invitation to participate in its next meeting "for the study of the economic crisis of the world in so far as it affects the European countries."

### 2. MEETING OF THE ORGANISATION SUB-COMMITTEE OF THE COMMISSION OF INQUIRY.

The Sub-Committee appointed by the Commission of Inquiry for European Union to study its constitution, organisation and procedure, as well as the other questions submitted,\* met in Paris on March 24th and 25th. It consisted of representatives of the British Empire, Denmark, Finland, France, Germany, Greece, Italy, Poland, Portugal, Spain, Switzerland, and Yugoslavia.† The Belgian and Norwegian

representatives took part in the discussion on questions of interest to their Governments. The Estonian Government was authorised to send an observer.‡

At the opening meeting, the Chairman of the Commission for European Union, M. Briand, defined the task of the Sub-Committee as (1) the preparation of the agenda of the new session of the plenary Commission, taking into account the proposals which it had not been possible to discuss at the last session, new proposals that might be put forward at the meeting of the Sub-Committee, and the economic questions already under consideration, whose development the Commission was instructed to follow; (2) the examination of organic questions affecting the working of the Commission, without losing sight of the fact that its activity must normally cease as soon as the Assembly decided to terminate the inquiry and to replace the Commission by a permanent organisation.

"There are two dangers," he said, "against which we must be on our guard, the creation of an artificial organisation on too ambitious lines, whose scope would exceed that of a mere temporary Commission of Inquiry, and, on the other hand, the confinement within too narrow limits of the definitive statute of an organisation whose duration it is as yet impossible to foresee."

"Between these two dangers I believe we may be able to keep to the right path if we constantly bear in mind the fact that the very existence of the Commission is governed by its status as an organisation subordinate to the League. The Commission reports to the regular League organs—the Council, which must endorse its recommendations, the Assembly which discusses its annual report. It already benefits by experience gained prior to its creation; in the Geneva formulæ it can find all that is necessary for the establishment of its own methods of work."

M. Briand was elected Chairman and M. Motta rapporteur.

After discussions between the Chairman, the rapporteur, Mr. Henderson, M. Choumenkovitch,

‡ The representatives of Belgium, Norway, and Estonia were respectively, M. Gaiffier d'Hestroy, M. Colban, and M. Pusta.

\* See Monthly Summary, Vol. XI., No. 1, page 3.

† These States sent the following representatives: Mr. Henderson (British Empire), M. Munch (Denmark), M. Holma (Finland), M. Briand (France), M. von Simson (Germany), M. Raphael (Greece), Count Manzoni (Italy), M. Zaleski (Poland), M. da Gama Ochoa (Portugal), M. Quinones de León (Spain), M. Motta (Switzerland), and M. Choumenkovitch (Yugoslavia).

M. von Simson, M. Munch,\* M. Holma, and M. Zaleski, and after hearing M. Gaiffier d'Estroy and M. Colban, as well as M. Albert Thomas, Director of the International Labour Office, and Sir Eric Drummond, the Committee approved, with some modifications, two reports prepared by M. Motta.

The first report deals with the constitution, organisation, and procedure of the Commission of Inquiry. Recalling the origin and character of the Commission as "an organ of the League," the rapporteur expressed the view that, as such, the Commission had to report to the Council and the Assembly, which would decide what action should be taken on its resolutions. Under these conditions, therefore, the Commission would be able to secure the assistance of the technical organs and advisory committees.

States Members which are not represented on the Commission would be entitled to send observers to its meetings and to submit their views should they think fit. These States would, moreover, share in the general supervision exercised by the Council and the Assembly over all the Commission's proceedings.

As a League Commission, the Commission of Inquiry is subject generally to the usual rules for such commissions, but it can make special rules of its own. It is, for example, already agreed that each Government may be represented by a delegate and, if it so desires, by a deputy delegate. Again, the Commission has already invited certain European non-Member States to take part in the study of the world economic crisis in so far as it affects Europe as a whole. It has set up *ad hoc* committees of its members to deal with special questions. Naturally, it retains the right to set up other committees, on the understanding that in each case it will decide upon their composition, their mandate, and their duration. In each case, such committees should include representatives of the States specially interested in the questions under consideration.

The rapporteur considered that, for the better organisation of the proceedings, any member desiring to place a question on the agenda of a session should be asked to inform the Secretary-General a month before the opening of the session. With the Chairman's approval, the Secretary-General would thus be able to send out a provisional agenda to all Members three weeks before the session. Every request to have a question placed on the agenda should be

accompanied by a statement specifying in detail the subject and its European aspects.

At the first meeting of each session the Commission would fix its final agenda; questions referred to it, but not on the provisional agenda, could not be discussed at the current session unless, for reasons of urgency, the Commission so decided. It could, of course, refer any question to an *ad hoc* Sub-Commission before deciding whether to place it on the agenda.

The Commission has decided that, in principle, its meetings shall be public. The rapporteur thought that, following the practice of the Council, the Commission might hold a private meeting at the beginning of each session for the adoption of its final agenda.

The Chairman and Vice-Chairman would be elected every year, after the Assembly.

\* \* \*

The second report concerns the provisional agenda of the third session of the Commission of Inquiry. The agenda includes:

1. *The consideration of the first report.*
2. *The question of the co-operation of the Free City of Danzig in all the economic work of the Commission.*—The Sub-Committee received a letter from M. Zaleski (Poland), proposing that the Free City of Danzig should be invited to participate in the economic work of the Commission, "so far as is permitted by its legal status and by the agreements in force between Poland and Danzig and in the form prescribed by these agreements." M. von Simson (Germany) having agreed to this proposal, which gave legitimate satisfaction to the Free City, the Sub-Committee passed a resolution recommending that the Commission should approve this request.
3. *Economic questions: the world economic depression, in so far as it affects Europe as a whole.*—In accordance with the decision of the Commission of Inquiry of January 19th, 1931, the Icelandic, Turkish and Soviet Governments have been invited to send representatives to take part in the discussions on this item of the agenda.
  - (a) The results of the work of the League Economic and Financial Organisation and the International Labour Office concerning the world economic depression in general, and unemployment in particular.
  - (b) The work of the Paris meetings of February 23rd and 26th on questions connected with the disposal of grain stocks.
  - (c) Agricultural credits.
  - (d) The Belgian proposal concerning the extension to other domains of the principle

\* M. Munch drew attention to the advantages of regular meetings of directors of the press bureaux of the different European countries, saying that he would later submit a proposal on the subject.



underlying the Commercial Convention of 1930.\*

(e) Treatment of foreigners. The International Conference of November, 1929, having been unable to arrive at an agreement, several European States (Germany, Belgium, France, Italy, Switzerland, the Netherlands and Great Britain) have been continuing negotiations on this subject.

(f) Transmission and transit of electrical power. The Sub-Committee considered the possibility of the question being re-examined by the Transit Organisation.

During the discussion of the agenda, M. von Simson said that the German Government would request the inclusion in the agenda of the next session of a question concerning the customs régime of liquid fuel and lubricating oil. The German and Italian representatives, moreover, reserved their Government's rights to propose at the May session that point 3 of the agenda (economic questions) should be studied before the report on the constitution and organisation of the Commission.

The next session of the plenary Commission of Inquiry will open at Geneva on May 15th.

### III.—LEGAL AND CONSTITUTIONAL QUESTIONS.

#### INTERNATIONAL ENGAGEMENTS.

##### *Registration of Treaties.*

The principal feature of the League's registration list for March is a series of treaties for the pacific settlement of disputes, which includes :

A treaty of judicial settlement, arbitration, and conciliation (The Hague, April 12th, 1930) between the Netherlands and Poland, presented by both parties ; a treaty of conciliation (Santiago, October 19th, 1929) between Chile and Poland, presented by Poland ; a treaty of conciliation, judicial settlement, and arbitration (Warsaw, December 31st, 1929) between Bulgaria and Poland, presented by both parties ; a Convention for conciliation, arbitration and judicial settlement (Athens, June 25th, 1929) between Belgium and Greece, presented by Belgium ; an arbitration treaty (Washington, April 19th, 1928) between the United States and Italy, presented by Italy.

There were further deposited :

An international agreement concerning the financial obligations of Czechoslovakia under

the Peace Treaties of 1919, etc. (The Hague, January 20th, 1930), presented by Belgium and Great Britain.

Agreements between Hungary and Yugoslavia and Germany and Poland concerning the settlement of various legal and financial questions.

An agreement between Austria and Great Britain, New Zealand and India (Vienna, March 15th, 1930) concerning the liquidation of Austrian property, presented by Great Britain.

A convention between Hungary and the Serb-Croat-Slovene Kingdom (Belgrade, February 22nd, 1928) for the prevention of infectious diseases, presented by both parties.

Agreements between the United States and Great Britain and Northern Ireland, and the United States and Denmark and Iceland for the prevention of the double taxation of shipping profits.

Conventions for extradition and judicial assistance between Spain and Latvia and Denmark and Latvia.

### IV.—THE TECHNICAL ORGANISATIONS.

#### I. THE HEALTH ORGANISATION.

##### *Rural Hygiene.*

The Preparatory Committee for the European Conference on Rural Hygiene, summoned on the proposal of the Spanish Government, decided at its December session to constitute three small groups of experts, one to discuss

the problem of sanitation, the second to report on the provision of medical care in rural districts, and the third to give further study to the question of organising health services in rural districts.

The second of these groups—experts in medical practice, administrative hygiene and social insurance—met at Geneva from March 9th to March 12th. It drew up a list of measures regarded as essential for the provision of effective medical assistance for a rural population. The desiderata include the provision of at least one doctor for every two thousand persons, a technically qualified auxiliary nursing staff,

\* According to this principle, if a contracting State increases duties already in existence or imposes new duties, a procedure of notification and appeal is instituted in favour of the other contracting parties. The Belgian proposal aims at the extension of this principle to other domains connected with the exchange of goods, the circulation of capital, the treatment of individuals and the system of communications and transit.

the presence in the smallest rural unit of a person able to render first-aid and to make up prescriptions, access for medical practitioners and their patients to centres where skilled diagnosis and special treatment are available, the organisation of hospital facilities on the scale of two beds per thousand of the population, with the necessary means of transport and communication, laboratory services for analyses, and, finally, suitable arrangements for calling in medical specialists when required.

The experts emphasised that such medical care demanded collaboration between public health and relief authorities, the medical profession and insurance associations, as well as assistance from social services and private organisations. They expressed the view that a system of sickness insurance covering agricultural workers as a whole was the likeliest method of providing medical assistance under the best possible conditions in country districts. Where no such system had been established they suggested that resort might usefully be had to free medical care organised on rational lines.

The following experts attended the meeting: Professor Konrich (Chairman), *Oberregierungsrat*, Berlin-Charlottenburg; M. Bois Corjon, Director of the Central Agricultural Insurance Bureau, Paris; Dr. Alfredo Canal Comas, Catalonia; Dr. Decourt, former president of the Federation of the French Medical Syndicates; Professor Frederico Mestre, National School of Hygiene, Madrid; Dr. Miemietz, Vice-President of the Medical Union of the Province of Brandenburg; Dr. Rio Rio, Chief of the Section for Medical Assistance, Ministry of Public Health, Rome; M. Sarraz Bournet, Inspector-General of the Administrative Services, Ministry of Interior, Paris; M. Tixier, Chief of Social Insurance Section, International Labour Office; M. Stein, Member of the Social Insurance Section, International Labour Office; M. Karl Unger, Director of the National Union of Rural Sickness Insurance Funds, Germany.

## 2. THE ECONOMIC AND FINANCIAL ORGANISATION.

### *Concerted Economic Action.*

The second session of the Second Conference for Concerted Economic Action was held from March 16th to 18th at Geneva, under the presidency of M. Colijn (Netherlands).\*

Twenty-three States — Austria, Belgium, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Great Britain, Greece, Hungary, Italy, Latvia, Luxemburg,

the Netherlands, Norway, Poland, Roumania, Spain, Sweden, Switzerland, Yugoslavia — sent delegations. The United States, China, the Dominican Republic, Japan, Mexico, and Turkey sent observers.

The object of this session was to consider whether it was possible to bring the Commercial Convention of March 24th, 1930, into force under conditions to be determined.

When the session opened, the situation was as follows. Eleven countries (Belgium, Great Britain, Denmark, Finland, Greece, Italy, Latvia, Luxemburg, Norway, Sweden, Switzerland) had ratified the Convention within the specified time-limit, namely, before January 25th, 1931. The Netherlands had ratified the Convention after January 25th, and Spain had asked to be allowed to accede to the Convention. The German delegate to the Conference stated that his country was about to ratify the Convention, and in the course of the session announced that it had been approved by the Reichstag.

The Conference decided that the Netherlands' ratification should be considered as having the same effect as if it had been deposited before November 1st, 1930. It noted the statement of the German delegation with regard to the Reichstag's approval of the Convention. As regards Spain's request to be allowed to accede to the Convention, the Conference was unable to take a decision in view of the fact that the Convention had not yet come into force.

The representatives of the States which had ratified the Convention examined various proposals, but were obliged to record their inability to agree upon a date for putting the Convention into force. Their conclusions were embodied in a Final Protocol, which further states that, in recording these findings, the representatives did not intend to express any opinion as to the possibility of putting the Convention into force at a date after April 1st, 1931.

At the final meeting the President, M. Colijn, expressed the hope that, although the States represented had not felt able to undertake not to denounce their commercial treaties, they would not make use of the liberty they had just regained to denounce them after April 1st.

### *Economic Depression Inquiry.*

A meeting of representatives of National Economic Councils and Economic Research Institutes was held at Geneva from March 2nd to 4th, under the presidency of M. Cahen-Salvador (France). This meeting was summoned in accordance with a resolution of the eleventh Assembly, instructing the Economic and Financial Organisation to put itself in touch

\* See Monthly Summary, Vol X., No. 11, page 241.

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with national organisations for the purpose of studying the course and phases of the present economic depression.

The following organisations were represented : the German Economic Council and *Institut für Konjunkturforschung* ; the Austrian *Institut für Konjunkturforschung* ; the Belgian Economic Council and the Louvain Institute of Economic Science ; the Danish Institute of Economics and History ; the Spanish Department for Economic Study ; the American Committee on Recent Economic Changes ; the Finnish Advisory Economic Council ; the French National Economic Council, and the Statistical Institute of Paris University ; the Hungarian Economic Research Institute ; the Italian National Council of Corporations and the Statistical Institute of Rome University ; the Netherlands Economic Council and Economic Institute ; the Polish Economic Research Institute ; the Portuguese Council of Foreign Trade ; the Economic Advisory Council of Great Britain and the London and Cambridge Economic Service ; the Czechoslovak Economic Advisory Council ; the International Labour Office and the International Institute of Agriculture.

The primary object of the meeting was to permit of an exchange of views between representatives and experts of national organisations which, either as Government advisory bodies or research institutes, were directly concerned with problems arising out of the present economic depression.

The meeting opened with a brief description by the representatives of the national organisations of the course of events in their own countries, which was followed by a general exchange of views on the character and phases of the depression, in which the representatives of the international institutions took part.

The meeting examined and discussed a document submitted by the Secretariat, outlining the report which it proposed to draw up for the next Assembly. The representatives of the various organisations will endeavour before May 1st to prepare memoranda on the course and phases of the economic depression as it has affected their countries and world economy. It is proposed to draft these memoranda on the basis of the following unanimously approved scheme :

I.—General review of the economic conditions from 1922 up to the beginning of the present depression (special attention being devoted to the last few years). Business cycle tendencies and structural changes (incomplete adjustment, etc.).

(a) Figures of production, consumption and stocks for

- (1) crude food products ;
- (2) raw materials ;
- (3) manufactured goods.

(b) The influence of :

- (1) official and private regulation of output, sales, and prices, and obstacles to trade ;
- (2) the rigidity of wages ;
- (3) demographic factors.

(c) Monetary and financial factors, interest rates, etc.

(d) (1) Prices of crude food products, raw materials, semi-finished and finished manufactures ;

(2) prices of commodities entering into international trade and of commodities produced for the home-market ;

(3) wholesale prices and retail prices ;

(4) wages and incomes in agriculture, wages in export industries and home-market industries ;

(5) industrial profits.

II.—The turn of the present business cycle.

The time sequence of different statistical series of speculation, prices, production, unemployment, consumption, trade, interest, rates and capital movements.

III.—The character of the present depression.

General description. Comparison with earlier depressions.

The repercussion on the national economic situation of the depression in other countries. Monetary factors, stock exchange development, budgetary difficulties, situation of capital market, volume of construction, etc.

IV.—Prospects.

Notes on the factors affecting the future economic development would be useful as supplementing the above information.

#### *Agricultural Credits.*

The second session of the delegation appointed by the Financial Committee to prepare a definite scheme for an international institute of Agricultural Credits opened on March 29th, and was still continuing at the end of the month.

The delegation considered the conclusions reached by the small committee appointed at its first session to prepare the various texts relating to the establishment of the Institute. This committee met in Paris from March 17th to 21st, when it prepared a draft international convention, a charter, and a statute. After examining these drafts, the delegation will

submit proposals for the approval of the Financial Committee and of a special sub-committee of the Commission of Inquiry for European Union.

#### *Suppression of Counterfeiting Currency.*

A Conference of Representatives of the Central Police Offices, summoned by the Council following the coming into force of the International Convention for the Suppression of Counterfeiting Currency (1929), met at Geneva from March 4th to 7th under the presidency of M. Delaquis (Swiss).

The 1929 Conference provided for the constitution in each country party to the Convention of a central office to investigate cases of counterfeiting currency. It further recommended that, as soon as fifteen central offices had been constituted, the Council should summon a first meeting of representatives of these offices. Up to the present, twenty signatories and certain non-signatories have established central offices.

All the signatories of the 1929 Convention and the States represented at the 1929 Conference were invited to the Conference of representatives of the Central Police Offices. Representatives were sent by the twenty-five following countries: the Union of South Africa, Albania, Austria, Belgium, Cuba, Czechoslovakia, Denmark, Danzig, France, Germany, Great Britain, Greece, Hungary, Italy, Luxembourg, Monaco, the Netherlands, Poland, Portugal, Roumania, Siam, Switzerland, the United States, Uruguay, Yugoslavia. A delegation from the International Criminal Police Commission was also present.

The principal object of the Conference was, in accordance with Article 15 of the Convention, to ensure, improve, and develop direct international co-operation between the central offices in the prevention and punishment of counterfeiting currency. To this end, the Conference adopted administrative regulations for the use of the central offices. It further approved recommendations concerning the co-operation of banks of issue in the work of the police, the composition and organisation of the central offices, the work of the International Police Bureau at Vienna pending the establishment of an international information office on counterfeiting currency, as provided by the 1929 Convention; the necessity for punishing certain acts connected with the offence of counterfeiting currency, the extradition of accused or convicted persons, and rules for the despatch and execution of letters of request.

The Conference was also called upon to examine whether similar international police

co-operation would be desirable as regards the prevention of the falsification of documents of value other than currency. It emphasised the desirability of an international agreement in this connection and adopted the following recommendation:

"The Conference recommends that the Council of the League of Nations should, if it thinks fit and expedient, in view of the increasingly international character of crime in its various aspects, study the possibility of preparing a Convention on international co-operation between police forces and the establishment of an official police information bureau forming a link between the various police forces, with the general object of ensuring more effective prevention and punishment of crime."

#### *Unification of Laws on Cheques.*

The second session of the Conference for the Unification of Laws on Bills of Exchange, Promissory Notes and Cheques was held from February 23rd to March 19th, under the presidency of M. Limburg (Netherlands).

At this session, the Conference dealt extensively with the unification of cheque laws of the continental type. It adopted:

1. A Convention providing uniform regulations for cheques (with a Protocol, Annexes, and a Final Act).
2. A Convention for the settlement of certain conflicts of laws in connection with cheques (with a Protocol).
3. A Convention on the stamp laws in connection with cheques (with a Protocol); and
4. A Final Act.

Thirty States were represented, namely: Austria, Belgium, Czechoslovakia, Denmark, the Free City of Danzig, Ecuador, Finland, France, Germany, Great Britain, Greece, Hungary, Italy, Japan, Latvia, Luxembourg, Mexico, Monaco, the Netherlands, Norway, Peru, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey, Venezuela, and Yugoslavia. The United States sent an observer.

Representatives of the Economic Committee, the International Chamber of Commerce, and the Rome Institute for the Unification of Private Law attended in an advisory capacity.

The unification of cheque law was envisaged by the second Hague Conference (1912) which, however, confined itself to recommending certain regulations on the subject. These regulations were used by the League Committee of Experts as a basis for its draft Uniform Law concerning cheques and its draft Convention regulating conflicts of law.

As in the case of bills of exchange, the League Conference based its discussions on the text drawn up by the experts and certain observations from the International Chamber of

Commerce; but, although the work on bills of exchange had to some extent prepared the way, the question of cheques presented special difficulties, owing to the fact that the cheque is of much more recent date than the bill of exchange and that custom and usage relating to cheques is much less uniform than that relating to bills of exchange.

As regards methods, the Conference adopted the same principles as for bills of exchange. The Convention concluded binds its signatories to introduce the Uniform Law and provides a time-limit for denunciation. This system, also adopted in the case of bills of exchange, enables Parliaments to uphold their right to modify an internal law whenever necessary. Certain cases of emergency are reserved, *i.e.*, are left to the discretion of the Parties.

At the closing session the President said:

"During the two sessions of our Conference—that of May, 1930, and that which is now closing we can congratulate ourselves on having accomplished a great work.

"If I am not mistaken, this is the first time that decisions have been taken at Geneva regarding a part of the codification of the private law and, particularly, the internal commercial law of the signatory States—naturally subject to the approval of the legislatures of the High Contracting Parties. We may look on this as the cradle of a world law. Of course, it is not yet a complete world law. The sovereignty of States is manifested in the different 'reservations' which we have had to allow in order to make it easier for the Parliaments to give the approval for which we hope. But the future belongs to those who have faith and patience.

"The use of cheques in our countries will make a new and considerable advance. It will easily achieve a greater unity than the existence of the 'reservations' in the Convention might lead one to think. Let us avoid any attempt to hasten the rate of this development. When the Uniform Law has been in force for four years, I hope that there will be a new Conference to examine these reservations afresh and to eliminate them all or at least most of them. It is with a view to such a revision that the Convention expressly stipulates that any signatory State may, after the expiration of the fourth year following its entry into force, request the Secretary-General of the League of Nations to convene a Conference for the revision of the Convention."

#### *First Session of the Committee of Statistical Experts.*

The first session of the Committee of Statistical Experts was held at Geneva from March 23rd to 28th.\*

This Committee was constituted in accordance with the International Convention on Economic Statistics signed at Geneva in December, 1928. The Convention stipulates that:

"The Committee of Experts may make any suggestions which appear to it useful, for the

purpose of improving or amplifying the principles and arrangements laid down in the Convention concerning the classes of statistics dealt with therein. It may also make suggestions in regard to other classes of statistics of a similar character in respect of which it appears desirable and practicable to secure international uniformity. It shall examine all suggestions to the same end which may be submitted to it by the Governments of any of the High Contracting Parties."

The first session was attended by all members except M. Casares and M. Methorst. The Committee elected as its first Chairman, Mr. Flux, of the British Board of Trade. It then considered the various questions referred to it by the Convention mentioned above and the Final Act of the Statistical Conference of 1928.

On two specific and urgent questions a definite agreement was reached:

The Committee drew up a minimum list (as provided by the Convention) of the statistical territories, whether isolated or grouped, which should be specified in foreign trade statistics.

The Convention provided that an experiment should be carried out in classifying certain categories of imports and exports by the three principal methods at present in use (*i.e.*, by countries of origin and consumption, by countries of consignment and destination, and by countries of purchase and sale) as a preliminary to a possible unification of methods. The Committee considered it desirable that at least a few important commodities should be tested by all countries undertaking the experiment. It accordingly drew up a list of commodities—mainly raw materials and food-stuffs of international importance—and recommended that the countries in question should test for the purpose of the experiment such of the commodities specified as were important in their trade.

The Committee also discussed the questions of classification of commodities; index numbers of prices; occupational statistics; industrial statistics; statistics of electrical power. It appointed sub-committees to examine them in more detail.

### 3. COMMUNICATIONS AND TRANSIT.

#### *Road Traffic.*

The European Road Traffic Conference met at Geneva from March 16th to 30th. This Conference was summoned by the Council last September, and its agenda included:

1. A draft convention on the international régime of commercial transport;
2. A draft convention on the unification of road signalling; and
3. A draft convention on the taxation of foreign motor vehicles.

\* For the composition of the Committee see Monthly Summary, Vol. XI., No. 1, page 11.

The Conference also considered the possibility of an agreement between customs authorities to facilitate procedure in the case of lost or undischarged triptychs.

\* \* \*

The Deputy Secretary-General of the League, M. Avenol, welcomed the delegates and opened the Conference, emphasising the general importance of the work before it.

After electing as President M. Eckardt (Germany), and as Vice-Presidents M. Giannini (Italy) and M. Rubik (Czechoslovakia), the Conference constituted four Committees:

*First Committee.*—Commercial Motor Transport. Chairman: M. Rasinski (Poland).

*Second Committee.*—Road Signalling. Chairman: M. Stievenard (Belgium).

*Third Committee.*—Taxation of Foreign Motor Vehicles. Chairman: M. Borduge (France).

*Fourth Committee.*—Triptychs. Chairman: M. Carlos Resines (Spain).

The Conference was attended by the following States: Austria, Belgium, Czechoslovakia, Danzig, Denmark, France, Germany, Great Britain, Greece, Hungary, the Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Monaco, the Netherlands, Poland, Portugal, Roumania, the Saar Territory (in an advisory capacity), Spain, Sweden, Switzerland, Yugoslavia, and by the following organisations: the League Permanent Road Traffic and Fiscal Committees, the *Alliance internationale du Tourisme*, the International Association of Recognised Automobile Clubs, the International Chamber of Commerce, the International Federation of Transport Workers, the International Federation of Christian Syndicates of Factory and Transport Workers, the International Federation of Commercial Motor Transports, the *Union internationale des Villes et Pouvoirs locaux*.

It concluded two conventions, on the unification of road signalling and the taxation of foreign motor-cars, and a customs agreement on the procedure for dealing with triptychs.

As regards the international régime of commercial motor transport, the discussion brought to light a number of legal problems which required further investigation, based on a comparative examination of the municipal law of the various States represented. In these circumstances, the Conference expressed the view that any Convention that might be concluded before there had been time to proceed to such investigation, and at a time when the laws of the various countries were in process of evolution, must neglect the fundamental principles governing the subject. It therefore decided to suspend its work and instructed the Transit

Organisation to continue its investigation of these questions.

The Conference recommended that, pending the conclusion of an international Convention, separate agreements should be made between States, in the drawing up of which the utmost possible regard should be paid (in matters connected with the Customs treatment and taxation of commercial vehicles) to the drafts prepared at the Conference.

*Convention on the Unification of Road Signals.*

—This Convention was signed by eleven countries: Belgium, Czechoslovakia, Danzig, Denmark, France, Germany, Italy, Luxemburg, Poland, Switzerland, Yugoslavia. Its object is the national and international unification of the signs employed for regulating motor traffic.

The Conference reduced the number of these signs to the minimum compatible with efficacy. It also limited the inscriptions or signs on the road signs themselves. It distinguished three main categories of signals—danger signals (triangular); signs giving definite instructions (circular); and signs giving indications for the assistance or information of the driver (rectangular).

The Conference adopted certain new signals: (1) to give warning of a danger other than those covered by the 1926 Convention (a triangle with a vertical bar in the middle); (2) a sign for priority of passage (a full triangle with the point downwards); (3) a sign indicating the vicinity of a customs house (a disk with a horizontal stroke and the word "customs" on each side of the stroke in the language of the countries concerned); (4) a sign recommending caution (a rectangle of a dark colour, with a white or pale yellow triangle).

The Conference recommended a sign indicating the vicinity of a first-aid station (a rectangle of dark colour with a white square in the centre bearing an appropriate emblem, *i.e.*, the Red Cross or the Red Crescent).

The question of light signals and signalling by officials directing traffic and by drivers of vehicles was also considered. The Conference recommended that the Permanent Road Traffic Committee should energetically pursue its study of these problems, and that young people in all countries should receive special training enabling them to recognise the dangers of the road and to guard against them.

*Taxation of Foreign Motor Vehicles.*—This Convention was signed by ten countries: Belgium, Czechoslovakia, Denmark, Danzig, Great Britain, Italy, Luxemburg, the Netherlands, Poland, and Switzerland. It aims at the exemption of private touring cars from the taxes or charges levied on the circulation or



possession of motor vehicles in the country visited or in any part of that country. The exemption does not apply to taxi-cabs, hired cars, and vehicles used for the public conveyance of passengers for payment (motor buses and motor charabancs). The duration of the exemption was fixed at ninety days in each year. These ninety days may be made up of one or several stays. Days are counted from midnight to midnight, and the day of entrance and the day of departure are counted as one day whenever they are not separated by an interval of more than one day. If a foreign motor vehicle prolongs its stay in any particular country for more than ninety days, it will be treated as a motor-car registered in that country from the ninety-first day.

The Convention provides for the establishment of a fiscal permit for one year, issued not only by the competent authority of the country of registration but also, if need be, by a body designated for the purpose by the said authority. No duplicate or new permit may be issued for the same vehicle during the year of validity. However, in the case of the registration of the vehicle in a new country, a new permit may be issued, providing exemption for ninety days. If a motorist leaves a country without an exit visa, that country may refuse him exemption for the remainder of the year during which the permit is valid. Fiscal permits may be endorsed at the frontier by an office other than the customs house. The permit will be drawn up in the language of the country of issue.

It will have a blue cover, which will bear a translation in each of the languages of the contracting parties of the words "fiscal permit." Entries in writing shall be written in Latin characters or in English cursive hand.

The Swiss delegation submitted a reservation in virtue of which Switzerland will be entitled to continue to apply a system of ninety consecutive days renewable on arrival. Should the motorist remain in the country in excess of that period, the authorities would be entitled to collect taxes in accordance with their law. The French delegate stated that he was unable to sign the Convention at present as the French authorities were contemplating the complete re-organisation of the system of taxation of motor-cars in France. As soon as circumstances permitted, his country would accede to the Convention.

*The Customs Agreement on Triptychs* was signed by nine countries: Belgium, Denmark, France, Germany, Great Britain, Luxemburg, the Netherlands, Switzerland, and Yugoslavia.

In all cases where the production of a consular certificate for the purpose of verifying a triptych or a customs *carnet* is permitted, the party concerned may furnish in future a certificate from the customs authority of another country stating that the vehicle is within that country. The certificate should contain all particulars of identity entered in the triptych or customs *carnet* and should not be issued unless the vehicle has been identified by inspection as that referred to in those documents.

## V.—INTELLECTUAL CO-OPERATION.

### INTELLECTUAL PROPERTY.

Representatives of the international organisations concerned with the protection of intellectual property rights met in Paris on March 16th under the presidency of M. Julio Casares, member of the Spanish Royal Academy.

This meeting was summoned by the Institute and was attended by M. Ostertag, representing the International Bureau at Berne; M. Capitani and M. Pilotti, representing the Institute for the Unification of Private Law, Rome; Baron van Ittersum, representing the Legal Section of the League Secretariat; M. Maurette, representing the International Labour Office; M. de Montenach, for the Secretariat of the International Committee on Intellectual Co-operation; M. Bonnet, for the International Institute of Intellectual Co-operation, assisted by M. Weiss, legal adviser.

The organisations represented unanimously agreed upon a division of the work outlined in

the programme drawn up by the Committee on Intellectual Co-operation with regard to the protection of intellectual property, authors' and performers' rights, authors' and executants' rights in mechanical performances, authors' rights in the successive sales of their works, the unification of the Berne and Havana Copyright Conventions, scientists' rights in the industrial exploitation of their discoveries, the legal status of international associations and foundations.

The representatives further worked out methods of regular co-operation between their organisations, such as periodical meetings or the systematic exchange of information which would, as a general rule, be centralised by the Institute of Intellectual Co-operation. The Institute would further ensure the relations with the Geneva organisations, the Berne Bureau, and the Rome Institute for the Unification of Private Law.

## VI.—ADMINISTRATIVE QUESTIONS.

## MANDATES.

*The Anglo-Iraqi Judicial Agreement.*

The new Anglo-Iraqi Judicial Agreement, which was approved by the January Council, subject to the consent of the Powers whose nationals enjoyed privileges under the Agreement of March 25th, 1924, is about to be put into force.

The British Government has notified the

Secretary-General that the fourteen Powers concerned have signified their assent. The Agreement was signed in Bagdad on March 4th by the British High Commissioner and the Iraqi Prime Minister, and the necessary steps will be taken to bring the new régime into force as soon as possible.

The British Government's letter has been circulated to the Council, the Members of the League and the Mandates Commission.

## VII.—POLITICAL QUESTIONS.

## THE LEAGUE AND LIBERIA.

The 'Liberian Committee of the Council met at the Foreign Office, London, from February 27th to March 3rd, under the chairmanship of Viscount Cecil of Chelwood.\*

This Committee consists of representatives of Great Britain, the United States, France, Germany, Italy, Poland, Spain, Venezuela, and Liberia; during its London discussions it was assisted by Dr. Cuthbert Christy, Chairman of the International Commission of Inquiry. Dr. Grimes, Attorney-General of Liberia, came specially from Monrovia to take part in its work.

At its final meeting, the Committee adopted a resolution (with certain reservations by the Venezuelan representative) expressing the view that the advice of technical experts competent in general administrative, financial, and health matters would be necessary in drawing up a concrete plan of assistance to be given the Liberian Government in accordance with its request to the Council. It invited M. Brunot as expert in general administration, M. Ligthart as expert in finance, and an expert designated by the League Health Organisation to proceed as soon as possible to Liberia to study the situation in close touch with the Government.

It will be for the experts to suggest practical methods of assisting the Liberian Government to carry out its decision to give effect to the recommendations and suggestions of the International Commission of Inquiry. They will, amongst other matters, examine the question of the administrative assistance necessary to give effect to the social reforms suggested by the Commission of Inquiry, and also the question of public health assistance and of the financial provision required in order to carry out these reforms. The experts will advise as to the general lines on which the reforms should

proceed, and, in particular, the order in which they should be undertaken. They will examine the possibility of proceeding by stages, first giving the assistance most urgently required, and then extending that assistance as resources permit.

With regard to the appointment of specialists, as contemplated in the report of the International Commission of Inquiry as well as in the reforms envisaged by the Liberian Government, the experts will consider, in addition to the general question, the number of such specialists, the powers necessary, as well as the length of time during which their assistance will be required. They will further make a survey of the resources available for carrying out their proposals.

The experts may make interim reports, and will make a final report to the Committee of the Council. These documents will be communicated to the Liberian Government. The Committee expressed the view that it would be necessary to consult the Financial Committee and the Health Committee in regard to the parts of the reports referring to finance and public health.

The Liberian Government will ensure every facility and assistance to the experts and will supply them with all the information that they may require.

Pending the appointment of a health expert, and with a view to urgent and preliminary measures of sanitation in Monrovia, the Committee has accepted the British Government's offer to lend a medical officer from the West African Service. Of the two experts already approached, M. Brunot is a prominent French official who has had great administrative experience in the Ivory Coast and other French African Colonies, while M. Ligthart is a prominent banker from the Dutch East Indies.

\* See Monthly Summary, Vol. XI, No. 2, page 55.

Dr. W. Howells, Senior Health Officer of the Gold Coast, arrived at Monrovia on March 19th to begin the preliminary work for the improvement of sanitary conditions in Liberia. Dr. Howells' task is to see that such measures of

local sanitation are undertaken in Monrovia—the removal of debris and of stagnant water—as will exterminate the mosquito, which is responsible for yellow-fever during the annual rains in May.

## VIII.—SOCIAL AND HUMANITARIAN QUESTIONS.

### REFUGEES.

The first sessions of the Governing Body and of the Committees of the Nansen International Office for Refugees were held at Geneva from March 10th to 12th.\*

The International Office was constituted by the eleventh Assembly to finish the humanitarian work of the late Dr. Nansen, League High Commissioner for Refugees, and, as far as possible, to assist in establishing such refugees as were still unemployed.

The Governing Body proceeded to a preliminary examination of the task assigned to it by the Assembly, namely, the provision of employment for some 170,000 refugees and of relief for 65,000 war disabled, old people and young children scattered throughout Europe, China, and Syria.

It also considered the possibility of launching, in co-operation with an international committee, an appeal for the constitution of a Nansen Memorial Fund to finance the conclusion of the refugee work.

The Governing Body is composed as follows : Dr. Max Huber (Chairman), President of the International Committee of the Red Cross and former President of the Permanent Court of International Justice ; M. J. Avenol, Deputy Secretary-General of the League of Nations ; M. Albert Thomas, Director of the International Labour Office ; M. de Navailles (France) ; M. Fierlinger (Czechoslovakia) ; M. Raphael (Greece) ; M. Voelckers (Germany) ; Senator Ciraolo, International Relief Union ; Colonel Bicknell, League of Red Cross Societies and American Red Cross Society ; Mr. Golden, British Save the Children Fund ; M. Goulkevitch and M. Pachalian, Refugee Advisory Committee.

M. Fierlinger and Mr. Golden were appointed Vice-Chairmen of the Office, M. de Navailles and M. Goulkevitch members of the Managing Committee, M. Raphael and M. Voelckers members of the Finance Committee. Mr. Johnson, formerly Assistant High Commissioner for Refugees, was appointed Secretary-General of the Office.

## IX.—PUBLICATIONS AND LIBRARY QUESTIONS.

### ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL BOOKS ON THE LEAGUE OF NATIONS ADDED TO THE LEAGUE LIBRARY IN DECEMBER, 1930—FEBRUARY, 1931.

#### GALLUS.

La mise en harmonie du Pacte de la Société des Nations avec le Pacte de Paris. Paris, Editions internationales, 1930. 109 pp.

A general analysis of the work of the Committee of Jurists (non-concordance of the list of States Members of the League and the States which signed the Paris Pact ; solutions discussed by the Committee), followed by a study of the Committee's proposals with regard to the Preamble and Articles 12, 13 (§ 4), 15 (§ 5, 7, 7 (a)) of the Covenant.

#### HODGES, T. R.

La organización internacional del trabajo y la legislación social de Chile. Santiago, Imprenta Nascimento. 1930. 130 pp.

Labour legislation in international law and

in connection with the League of Nations. Study of labour organisation and the Labour Conference in Chile, and comparison with the results of other labour conferences.

#### MACARTNEY, C. A.

Refugees. The work of the League. London : League of Nations Union (1931). 128 pp.

Refugee settlement. Work done for Russian, Armenian, Greek, and Bulgarian refugees.

#### ROZEMOND, S.

Kant en de Volkenbond. Amsterdam : H. J. Paris. 1930. 192 pp.

Analysis of Kant's philosophy of law, his theory of international law and conception of a League of Nations, together with a study of certain aspects of the Covenant of the League and the Statute of the Permanent Court.

#### WITTSTOCK, O.

Die offene Wunde Europas. Hermannstadt, Verlag von Krafft & Drotleff. 1930. 192 pp.

\* See Monthly Summary, Vol. XI., No. 1, page 34.



# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## I. THE COURT'S NEXT SESSION.

The twenty-first (extraordinary) session of the Court will open on April 14th, when the Court will take the question submitted by the Council for an advisory opinion concerning access to German minority schools in Polish Upper Silesia.

### 2. ACCESS TO GERMAN MINORITY SCHOOLS IN POLISH UPPER SILESIA.†

The German and Polish Ministers at The Hague informed the Registry of the Court of the names of the Agents appointed in this case by their respective Governments. The German Government has appointed M. Erich Kaufmann, Professor at Berlin University, and the Polish Government, M. Jean Mrozowski, President of the Warsaw Supreme Court.

Both Governments filed a written statement within the specified time-limit, which expired on March 25th.

### 3. RAILWAY TRAFFIC BETWEEN LITHUANIA AND POLAND (SECTION OF THE LINE LANDWAROW-KAISIADORYS).‡

On March 3rd, after hearing proposals made on behalf of their Governments by the

Lithuanian Minister at Berlin and the Polish Minister at The Hague, the President of the Court made an Order fixing the time-limits for the filing of the written statements of these Governments in the question concerning railway traffic between Lithuania and Poland. The first written statement is to be filed by June 1st, and the second by July 15th, 1931. In addition to the wishes expressed by the Governments concerned, one of the considerations which led to the fixing of these dates was that the Court must, if possible, give the advisory opinion in sufficient time before the September Council session.

The Polish Minister at The Hague informed the Registrar that M. Mrozowski, already appointed Agent for the Polish Government in the case of the German Minority Schools in Poland, had been appointed to act in the same capacity in the case concerning railway traffic between Lithuania and Poland.

## 4. COMMUNICATION OF TREATIES.

Since January 1st, 1931, the following treaties and agreements have been filed with the Registry :—

Date of Filing.	Nature of Instrument.	Date of Signature.	Signatories.
January 13th, 1931 ..	Agreement supplementary to the Convention of Commerce and Navigation of October 29th, 1921.	16.3.1930	Estonia and Finland.
January 13th, 1931 ..	Treaty of Conciliation, Judicial Settlement and Arbitration.	28.4.1930	Finland and France.
January 13th, 1931 ..	Convention for the Pacific Settlement of Disputes.	27.6.1930	Finland and Iceland.
February 27th, 1931 ..	Pact of Friendship, Conciliation, Arbitration and Judicial Settlement.	8.6.1929	Greece and Czechoslovakia.
March 25th, 1931 ..	Convention of Conciliation, Arbitration and Judicial Settlement.	23.4.1929	Belgium and Czechoslovakia.

\* This Chapter has been written with the aid of information furnished by the Registry of the Court.

† See Monthly Summary, Vol. XI, No. 1, page 24.

‡ See Monthly Summary, Vol. XI, No. 1, page 26

**JUST OUT**

# Commission of Inquiry for European Union.

Minutes of the Second Session of the Commission held at  
Geneva from January 16th to 21st, 1931.

(Ser. L. o. N. P. 1931. VII., 1)

82 pages .. .. . Price : 3/- \$0.75

During its Second Session, the Commission examined the question of the participation of the European States not members of the League (Iceland, Turkey, U.S.S.R.), and the European economic situation. The Commission dealt, in particular, with the difficulties experienced by the cereal-producing countries of Central and Eastern Europe, and set up three Sub-Committees: one to study the methods of disposing of existing stocks, the second to examine the problem of exporting the surplus of future crops, and the third to settle the question of agricultural credit. It was at the same Session that the declaration of the Foreign Ministers and other responsible representatives of the European States was adopted, in which they said that they were "more than ever determined to use the machinery of the League to prevent any resort to violence."

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## Committee to study the Problem of the Export of future Harvest Surpluses of Cereals.

REPORT OF THE PRESIDENT OF THE COMMISSION OF INQUIRY  
FOR EUROPEAN UNION ON THE WORK OF ITS FIRST SESSION,

held at Paris from February 26th to 28th, 1931.

(Ser. L.o.N.P. 1931. II., B.5.)

3 pages .. .. . Price 6d. \$0.15

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**PUBLISHED PREVIOUSLY**

## Commission of Inquiry for European Union.

Minutes of the First Session, held at Geneva on Tuesday, September 23rd, 1930.

(Ser. L.o.N.P. 1930. VII., 5.)

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(Ser. L.o.N.P. 1930. VII., 6.)

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## INTERNATIONAL COMMISSION OF INQUIRY IN LIBERIA

Communication by the Government of Liberia, dated December 15th,  
1930, transmitting the COMMISSION'S REPORT

(Ser. L. o. N. P., 1930. VI. B. 6.)

129 pages .. .. Price: 5/- \$1.25

## Survey of the Direct and Indirect Means at the Disposal of Foreign Buyers to enable them in a Number of Countries to ascertain the Quality of the Goods acquired by them

(Ser. L. O. N. P., 1930. II. 48.)

153 pages .. .. Price: 5/6 \$1.40

This document, revised and enlarged, concerning the protection of the buyer, contains information classified in five categories for 33 European and overseas countries:

(1) Laws and regulations dealing with the manufacture, production of or trade in certain commodities.

(2) Regulations regarding compulsory official inspection, supervision or grading of production, manufacture, harvesting, and sale of certain commodities.

(3) Selective marks adopted or certificates issued by syndicates, associations or groups of farmers, manufacturers, and merchants.

(4) Means existing which enable the purchasers of foreign commodities, if they so desire, to have them examined, tested or inspected before delivery.

(5) Civil or penal legislative stipulations providing for the cancellation of contracts if the workmanship or quality of the goods is bad, and imposing penalties on offenders in case of fraud.

An alphabetical index facilitates use of the document.

*Complete Catalogue sent free on application.*

# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. XI., No. 4.

APRIL, 1931.

## TABLE OF CONTENTS

	PAGE
I. <i>Summary of the Month</i> : April, 1931	98
II. <i>Scheme for European Union</i> :	
Agricultural Credits . . . .	98
III. <i>Reduction of Armaments</i> :	
Committee on Engine-Rating . .	100
IV. <i>Legal and Constitutional Questions</i> :	

	PAGE
2. Institute for the Unification of Private Law . . . .	105
VII. <i>Administrative Questions</i> :	
Utilisation by Poland of the Port of Danzig . . . .	105
VIII. <i>Political Questions</i> :	
1. The League and Liberia . . .	105
2. Report of the Straits Com- mission . . . .	105
IX. <i>Social and Humanitarian Questions</i> :	
1. Protection and Welfare of Children and Young People :	
(a) Child Welfare . . . .	106
(b) Traffic in Women . . .	108
2. Traffic in Opium :	
(a) Permanent Central Opium Board . . . .	110
(b) Methods of ascertaining the morphine content of opium	111
3. Refugees . . . .	111
X. <i>Other Questions</i> :	
1. Visit of the Secretary-General to Rome and Berlin . . .	112
2. The League Buildings . . .	112
XI. <i>Forthcoming Events</i> . . . .	112

Vol. XI., No. 3, page 91.

### ERRATUM.

The list of States attending the European  
Road Traffic Conference should include Turkey.

<i>national Institutes</i> :	
I. Intellectual Co-operation :	
(a) Meeting of the Executive Committee of the Com- mittee on Intellectual Co- operation . . . .	102
(b) Meeting of the Directors' Committee of the Institute	104
(c) Meeting of Directors of National University Offices	104
(d) Sixth meeting of the Com- mittee of Representatives of International Students' Organisations . . . .	104
(e) First meeting of Experts on Archives . . . .	104

### *The Permanent Court of International Justice.*

1. Twenty-first Extraordinary Session of the Court . . . .	113
2. German Minority Schools in Polish Upper Silesia . . . .	113
3. Railway traffic between Lithuania and Poland . . . .	113
4. Ratification of Agreements relating to the Treaties of Trianon . . .	113

*All communications relating to the Monthly Summary should be addressed  
to the Information Section, League of Nations, Geneva.*



## I.—SUMMARY OF THE MONTH.

April, 1931.

The main features of the League's work in April were the continuation of the discussion of a scheme for an international agricultural mortgage credit company and the annual meetings of the Committees on Traffic in Women and Child Welfare.

The question of an international agricultural mortgage credit company was discussed by the Sub-Committee on Agricultural Credits of the Commission of Inquiry for European Union, which sat from April 20th to April 22nd, on the basis of a draft convention, charter, and statutes relating to the said company.

The Advisory Commission for the Protection and Welfare of Children and Young People, which comprises two committees—on traffic in women and child welfare—sat from April 13th to 27th, considering reports on the past year's work, and making the necessary arrangements for the pursuance of the inquiries in hand.

Other meetings of the month were those of a Sub-Committee on Marks of Origin, the

Permanent Central Opium Board, and committees on methods of ascertaining the morphine content of opium, rural health centres, and engine-rating of airplanes and dirigibles.

Other events of considerable political importance were the accession of the French Government to the Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice, which recognises the Court's compulsory jurisdiction in regard to disputes of a legal character, and correspondence from the British and French Governments intimating their intention of depositing at the May Council their instruments of accession to the General Act for the Pacific Settlement of Disputes.

The Secretary-General paid a short visit to Berlin and Rome towards the end of the month.

\* \* \*

The twenty-first (Extraordinary) Session of the Permanent Court of International Justice opened on May 14th.

## II.—SCHEME FOR EUROPEAN UNION.

## AGRICULTURAL CREDITS.

The Sub-Committee appointed by the Commission of Inquiry for European Union to watch the work of the Financial Committee on a detailed programme for the organisation of an international agricultural mortgage credit company, met at Geneva from April 20th to 22nd.

The Sub-Committee was composed of representatives of eleven countries—the British Empire, Bulgaria, Denmark, France, Germany, Hungary, Italy, the Netherlands, Poland, Roumania and Sweden. Belgium, Czechoslovakia, Estonia, Finland, Greece, Latvia, Switzerland and Yugoslavia had received a special invitation to send delegates.

The delegation of the Financial Committee which drew up the scheme for the organisation of the international company was represented by its Chairman, M. Ter Meulen (Netherlands), and by M. Regard (French), Sir John Fischer Williams (British), and M. Freiburger (German).

The Sub-Committee appointed as its Chairman M. François-Poncet, Under-Secretary of State to the Presidency of the French Council.

The scheme, as presented to the Sub-Committee, was contained in three documents:

1. A draft international convention by which the contracting parties decide to establish an

international agricultural mortgage credit company and give the necessary undertakings for the existence of that company.

2. A draft constituent charter setting forth the undertakings to be given by the country (not yet specified) in which the company will have its seat.

3. A draft statute of the company.

After thoroughly examining these documents the Belgian, Bulgarian, Czechoslovak, Estonian, French, Greek, Hungarian, Latvian, Polish, Roumanian, Swiss and Yugoslav representatives intimated that they could approve the scheme in principle, while making certain observations as regards detail. The other delegations said that, as their Governments had not yet been able to study the scheme sufficiently, they could for the moment only approve the principle; but they were unanimous in expressing themselves in its favour.

The final report contains the following passage:

"Certain members expressed the fear that the credits granted by the International Company might have for their main result an increase in the production of cereals and certain other agricultural products, the production of which was already excessive. It was pointed out on the other hand that the lack of capital was one

of the major factors which prevented the agriculturist from changing from those crops of which there was at present an excess to those the consumption of which was tending to increase. Moreover, all measures aimed at raising the standard of living in those European countries where the standard is at present relatively low must help to increase the demand for the higher value agricultural products such as meat, milk, fruit, etc. The granting of credits, and more especially the granting of credits where rates of interest are now abnormally high, would, therefore, help on the one hand to bring about those changes in production and on the other that increase in demand which are alike necessary for a general improvement in agricultural conditions. They would also certainly have the effect of increasing the purchasing power of agriculturists, and particularly their demand for industrial products.

"The Sub-Committee is of the opinion that it would be desirable to define and limit more exactly the object of the Company and to indicate that its essential function should be to alleviate the burdens which weigh on agricultural production, particularly in Central and Eastern Europe, on account of the high rates of interest charged, and to reduce thus the costs of agricultural production. The Company should guard at the same time against the risk of an injudicious increase of production."

The preamble of the draft convention establishing the company states that the contracting Governments intend to give the company all the assistance in their power to enable it to achieve its purpose successfully.

The company will be a limited liability company, and at the same time an organ of public utility constituted under the League's auspices. In preparing the constituent texts, the delegation of the Financial Committee took care that the company should be placed on a rational financial basis in order to afford a preliminary guarantee for the security of the capital invested. Two other guarantees of different kinds furnished by Governments have been provided. This gives increased security to subscribers of capital, and also enables Governments to see that the new company carries out its mission as an organ of public utility.

Its objects are :

(1) To grant long or medium term loans with amortisation to national mortgage credit companies which lend the sums so received upon first mortgages on immovable property exploited agriculturally in the territory of a contracting party.

(2) To create and negotiate for the purpose bonds, the redemption value of which may not exceed the amount of the debts due from the national companies, which are secured by first mortgages.

The authorised capital of the company is fixed at 50,000,000 gold dollars (this is simply

an indication; the capital will be expressed in the national currency of the country ultimately chosen as the seat of the company). Of this capital a first block of 5,000,000 gold dollars will be issued immediately after the coming into force of the convention. The shares of the first block will be nominal, and of a type different from those issued later as the company develops. Measures have been taken to ensure that the holders of the shares of the first block shall have the majority at general meetings. This first block will be divided as equitably as possible among the contracting parties and subscribed by organisations of which it may be presumed that they will not transfer their shares; the international character of the company is thus guaranteed.

The scheme provides that, as soon as the company has been founded, Governments will grant it advances with a view to constituting a special reserve equal to the first block of subscribed capital. This reserve is intended to further the development of the company during the first years of its existence. The advances will be refunded in due course, and will bear interest.

In accordance with the principle generally adopted by mortgage companies, the international company will issue its loans on the basis of capital obtained by the issue of bonds. The total value of such bonds may not exceed ten times the total nominal amount of the paid-up capital and the special reserve.

These bonds shall be issued when necessary, and at the most advantageous terms obtainable in the money market. The loans will be subject to terms which will themselves depend on the terms on which the company has been able to borrow. The authors of the scheme hope that, with the various guarantees offered by the company, it will be able in a few years to obtain money at a sufficiently low rate to invest it at advantageous terms for the agricultural circles concerned. They also hope that the business handled by the company will not fail to increase in such a manner that its influence will be strongly felt on the mortgage market of the countries requiring assistance.

The scheme does not provide for two categories of countries: borrowers and lenders. Any party to the convention can, if necessary, become a borrower or a lender. It is, however, stated that countries receiving loans must offer the requisite guarantees from the point of view of mortgage legislation; where such legislation is defective, Governments may be asked to guarantee loans granted to their national companies, and may be requested to make the necessary improvements in their laws,

As regards the Board of Directors, the scheme contemplates a series of guarantees.

The draft convention sets forth the privileges and special advantages (including exemption from taxation) to be granted by Governments to the international company. The charter attached to the draft convention establishes the status of the company in the country chosen for its seat (not yet specified), and sets forth the facilities which that country must grant the company.

As the company is established under an international convention which must be ratified by the contracting parties, it is hardly probable that the initial capital can be subscribed before next autumn. The scheme provides for measures designed to reduce the delay: an organising committee will be appointed by the Council next month and will proceed to the indispensable preliminary inquiries in the countries which benefit by the creation of the company; the latter will thus be able to begin its operations as soon as the convention is in force. The organising committee will also make arrangements for the first issue of shares and the organisation of the company.

The report of the Sub-Committee draws attention to the fact that the seat of the company has not yet been specified. The Chairman of the Financial Committee delegation nevertheless expressed his conviction that from the technical point of view Paris was the most suitable place. The opinion was expressed on the other hand, however, that the choice of Geneva would be preferable in view of the fact that the plan for the company had been elaborated and the company would be constituted under the auspices of the League.

The report concludes under the following terms:

"The Sub-Committee desires to record its opinion that the scheme taken as a whole is well adapted for the ultimate object in view, namely, that of diminishing the expenses of agricultural exploitation in certain parts of Europe. It wishes to congratulate the Financial Committee and its Delegation on the rapid and effective progress which has been made, and hopes that the Financial Committee will be in a position to submit final texts after its meeting next month which may prove acceptable to all parties concerned, and the application of which may render the desired service."

### III.—REDUCTION OF ARMAMENTS.

#### COMMITTEE ON ENGINE-RATING.

The Committee of Experts on Engine-Rating rules for airplanes and dirigibles met at Geneva from April 20th to 24th, with Lieut.-Colonel Mervyn O'Gorman (British) in the chair.

The Preparatory Commission for the Disarmament Conference had decided that air armaments should be limited as regards number, aggregate motor power, and the aggregate volume of dirigibles. It had, however, established no rules for engine-rating (Article 27 of the Draft Convention). It accordingly asked the Council to appoint a Committee of Experts to draw up such rules.

The experts unanimously agreed upon a formula based on "rating by volume swept"

and "rating by total weight of power unit," which will be submitted to Governments.

The meeting was attended by Lt.-Col. Mervyn O'Gorman (Great Britain), Chairman; M. Herrera, Chief of the Spanish Technical Aeronautic Service; Mr. John Jay Ide, Technical Assistant for Europe of the National Advisory Committee for Aeronautics; Lt.-Col. Ohta, Imperial Japanese League of Nations Office; Professor Kamm, Stuttgart Technical College; Commander Paulicek, Czechoslovak Ministry of National Defence; Chief Engineer Martinot-Lagarde, French Technical Aeronautic Service; Col. Chiapelli, Director of the Division for Organisation and Mobilisation of the General Staff of the Italian Royal Aeronautical Service.

### IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

#### INTERNATIONAL ENGAGEMENTS.

##### (a) *Registration.*

The international engagements registered with the League in April included the following treaties, agreements and conventions:

A treaty of neutrality, conciliation, judicial settlement and arbitration between Bulgaria and Turkey (Angora, March 6th, 1929), pre-

sented by Bulgaria; a convention on judicial settlement, arbitration and conciliation between Lithuania and Czechoslovakia (Prague, March 8th, 1930), presented by Czechoslovakia; a convention on conciliation, arbitration and judicial settlement between Luxemburg and Portugal (Luxemburg, August 15th, 1929); registered by Luxemburg.

Commercial treaties, conventions and agree-

ments between Estonia and Lithuania, Denmark and Lithuania, France and Switzerland, France and Cuba, Portugal and Roumania, the United States and Roumania, Latvia and Poland.

A series of conventions on insurance questions between Austria and the Kingdom of the Serbs, Croats and Slovenes.

Conventions on extradition and legal assistance in penal matters and on protection and legal assistance in civil and commercial matters between France and Czechoslovakia (Paris, May 7th, 1928).

A convention between Estonia and Latvia (Riga, April 28th, 1931) concerning the levying in their ports of harbour dues on foreign-bound vessels, presented by Estonia.

An agreement between the United States and France (Washington, June 11th and July 8th, 1927) for the exemption of shipping profits from taxation, presented by France.

An agreement concerning the reciprocal recognition of tonnage certificates between Poland and Portugal (Lisbon, August 27th, 1930), presented by Portugal.

A convention regulating plaice and flounder fishing in the Baltic (Berlin, December 17th, 1929) between Germany, Denmark, Danzig, Poland and Sweden, presented by Denmark and Poland.

(b) *Accessions and Signatures in Respect of League Conventions.*

In accordance with an Assembly resolution of October 3rd, 1930,\* the Secretary-General has forwarded to all States Members lists of the Conventions concluded more than five years ago which they have not signed or to

which they have not yet acceded. This communication is accompanied by a request for information as to the views of the various Governments in respect of these Conventions—whether there is a possibility of their acceding to them, or whether they have objections to the substance of the Conventions which prevent their accession.

States have been asked to forward such information before July 15th, so that it can be submitted to the next Assembly.

*General Act for the Pacific Settlement of International Disputes. Accession of the British Empire and France.*—The British Government has decided to accede to Chapters I., II., III. and IV. of the General Act for the Pacific Settlement of International Disputes on behalf of the United Kingdom of Great Britain and Northern Ireland, and all parts of the British Empire which are not separate Members of the League.

The British representative on the Council, Mr. Henderson, proposes to deposit the instrument of accession during the May Council session. The French Government has decided to accede to the General Act for the Pacific Settlement of International Disputes. The instrument of ratification will be deposited by M. Briand during the May Council session.

*Optional Clause of the Court Statute.*—The French Government has deposited the instrument of its ratification of the Declaration of accession to the Optional Clause of Article 36 of the Court Statute which recognises the Court's jurisdiction as compulsory for certain categories of legal disputes.

## V.—THE TECHNICAL ORGANISATIONS.

### 1. THE HEALTH ORGANISATION.

#### *Rural Health Centres.*

The second session of the Committee on Rural Health Centres was held from April 28th

\* "That, at such times and at such intervals as seem suitable in the circumstances, the Secretary-General should, in the case of each general convention concluded under the auspices of the League of Nations, request the Government of any Member of the League of Nations which has neither signed nor acceded to a convention within a period of five years from the date on which the convention became open for signature, to state its views with regard to the convention—in particular, whether such Government considers there is any possibility of its accession to the convention or whether it has objections to the substance of the convention which prevent it from accepting the convention. Information of all such requests made by the Secretary-General and of all replies received should be communicated to the Assembly."

to April 30th. M. Chodzko, Director of the Warsaw State School of Hygiene, took the chair.

The Committee studied forms of rural health organisation and programmes of rural health services. The discussion having revealed the necessity for close co-operation between public health services and health insurance organisations, the Committee fixed certain points of a programme of co-operation and recommended the foundation of joint committees of representatives of the organisations concerned. It also laid down the main lines of a programme for the organisation of rural health services, emphasising the necessity for co-operation between public services and private organisations under the supervision of the health officers,

The session was attended by :

Dr. Chodzko (Chairman), Director of the State School of Hygiene, Warsaw ; Dr. Johan, Director of the State Health Institute, Budapest ; Dr. Kacprzak, Chief of Health Statistics at the State Institute of Hygiene, Warsaw ; M. Labranca, Chief of Division at the General Public Health Council, Ministry of the Interior, Rome ; Dr. Metz, Departmental Medical Officer, Holback, Denmark ; Professor Parisot, Professor of Hygiene and Preventive Medicine, Nancy ; Dr. Pelc, Chief of the Department of Social Hygiene, State Institute of Hygiene, Prague ; M. Petrik, Chief Sanitary Engineer at the School of Hygiene, Zagreb ; Dr. Seiffert, Counsellor at the Bavarian Ministry of the Interior, Munich ; Dr. Stampar, General Health Inspector, Health Ministry, Belgrade ; Dr. Thurnher, Austrian Union of Agricultural Health Insurance Institutes, Vienna ; Dr. Tuntler, Inspector to the Department for Assistance to Children, Tuberculosis and Venereal Diseases, Netherlands Ministry of Labour, Commerce, and Industry, Groningen ; M. Vimeux, Director-General of the National Agricultural Mutual Union, Paris ; M. Tixier, Chief of the Service of Social Insurance, International Labour Office, Geneva.

## 2. THE ECONOMIC AND FINANCIAL ORGANISATION.

### *Marks of Origin.*

A delegation of the Economic Committee (M. Peroutka, Czechoslovak, and Mr. Lindsay, India) proceeded from April 13th to the 15th

to a consultation of experts on marks of origin. The chair was taken by M. Peroutka. The experts consulted were M. Hildebrandt (German), M. Gustave L. Gerard (Belgian), Mr. Carlill and Mr. Reardon (British), M. Axel de Gadolin (Finnish), M. Drouets (French), M. Axel Hasselrot (Swedish), M. Sucharda (Czechoslovak) and Mr. Wait (American). Government officials from the principal countries with laws on marks of origin or representatives of export syndicates.

The experts stated the views of their respective countries on the question under discussion. A preliminary study made by the Economic Committee had led to the following conclusions :

(1) It did not seem possible to contest a State's right to take steps to enable consumers to distinguish between national and foreign wares.

(2) The methods adopted for this purpose should be so chosen as to minimise the obstacles and disadvantages they might involve for the trade and industry of exporting countries.

The experts drew attention to the fact that the number of laws prescribing marks of origin on foreign goods showed a tendency to increase. They described how certain of the measures adopted hampered international trade. Interesting suggestions bore upon means of reducing the disadvantages of measures taken in various countries to enable the public to distinguish national from foreign goods.

The Economic Committee delegation will take these views into consideration when preparing its report on marks of origin.

## VI.—INTELLECTUAL CO-OPERATION AND INTERNATIONAL INSTITUTES.

### 1. INTELLECTUAL CO-OPERATION.

#### (a) *Meeting of the Executive Committee of the Committee on Intellectual Co-operation.*

The Executive Committee of the International Committee on Intellectual Co-operation, whose duty it is to supervise developments in the field of intellectual co-operation during the intervals between the sessions of the Plenary Committee, met at the Paris Institute from April 10th to April 12th under the presidency of M. Jules Destree, replacing Professor Gilbert Murray. There were further present Madame Curie, M. Casares, M. Krüss, M. Painlevé, M. Rocco, and M. de Reynold.

The Committee's duties are threefold. First of all, it endeavours to secure the application of the resolutions of the Plenary Committee ; it asks the Institute of Intellectual Co-operation

to prepare a documentary report or decides to consult a committee of experts. In the second place, it considers whether to include in its programme certain questions falling within the limits set by the Assembly to the work of intellectual co-operation. Finally, it decides what response shall be made to requests for co-operation, etc.

#### *Application of the Resolutions of the Plenary Committee.*

*Intellectual Rights.*—The Committee adopted the conclusions of a report on the March meeting of representatives of organisations directly concerned with the question of intellectual rights and cognate legal matters (copyright in mechanical performances, performers' rights, authors' rights in the successful sales of their works, scientists' rights in the industrial

exploitation of their discoveries). Attention was drawn to the importance of the influence which the Institute might bring to bear upon public opinion by reviving interest in the question of intellectual rights. The representatives particularly recommended regular meetings of organisations specialising in these subjects with a view to determining what part should be played by each one of them; they also recommended the regular exchange, direct or indirect (through the Institute), of information on the subject.

*International Relations concerning Archives.*—The Committee adopted the conclusions of a Committee of Experts on Archives which met early in April. It recognised that the work devolving upon those in charge of archives raised problems which could only be completely and satisfactorily studied and solved on an international basis, by comparing the experience gained in the various countries. It decided to set up an Advisory Committee of Experts on Archives under the auspices of the Committee on Intellectual Co-operation.

This Committee would be called upon to advise and submit recommendations on problems concerning (1) the international co-ordination of archives (meetings and exchange of information on the following points: movements of important material, national laws, and regulations concerning archives, the construction and installation of premises for archives, measures for the preservation of documents; laboratories and methods for the restoration of documents, etc.); (2) the possibility of an agreement on questions of terminology relating to archives and principles for the editing and publishing of international guides to archives.

*Translations.*—The Committee requested the Institute to ask the national committees whether their respective countries possessed translation bibliographies. This inquiry, it is thought, might lead to the publication of an international translation bibliography.

*Methods for Dealing with Certain Questions  
Falling within the Sphere of Intellectual  
Co-operation.*

The Committee agreed as to the methods to be adopted in regard to certain questions which the Committee of Inquiry had included in its programme but had not yet examined.

*Scientific Questions.*—Before establishing a programme of intellectual co-operation in the scientific field, the Executive Committee thought it well to seek the advice of a temporary committee of five members under the Chairmanship of Mme. Curie, to which it referred a report by the Institute on the work done in this

domain by the Organisation for Intellectual Co-operation.

This Committee will have to reply to the question: "In what way can intellectual co-operation further the co-ordination and organisation of scientific work?"

The report of this advisory Committee will be submitted in July to the Plenary Committee, which in its turn will take a decision regarding the study of concrete proposals within the limits of the means at its disposal.

*Educational Centres.*—The Executive Committee defined the duties devolving upon the educational information centres of Geneva and Paris. It decided that the first should deal with instruction regarding the existence and aims of the League, the second with educational questions of a general character or questions concerning educational methods. It is specified that this division of work should not be absolutely rigid and that the two centres should work in close co-operation.

The Director of the Institute and the Secretary of the Plenary Committee were asked to draw up a list of the questions to be studied by the two centres during the coming year.

As regards the Educational Survey published by the Secretariat, the Executive Committee expressed the view that it should deal principally with instruction regarding the existence and aims of the League and with international co-operation.

*Intellectual Life.*—In compliance with the directions of the Council, the Executive Committee instructed the Committee to recommend what questions might be dealt with by comparative study, the order in which these questions should be taken and the methods to be adopted.

*New Questions.*

At this session, two requests for co-operation were submitted, one by the Chinese Government, the other by the International Labour Office.

The Chinese Government addressed a letter to the Secretary-General, who in his turn forwarded it to the Executive Committee, seeking the co-operation of the competent League organs in the intellectual and scientific field.

The principal suggestion concerns the exchange of university professors. The Chinese Government would send to Europe students, writers, philosophers, historians and archaeologists; the League would organise tours in China for specialists in medical and natural science, legal questions and political science. For the University of Nanking, the Chinese Government asks if it would be possible to

send to China professors of geography and geology. They might be drawn from England, Austria, Scandinavia or Switzerland, and should be able to give instruction in English.

The Committee asked the Secretary-General to give a favourable reply to this request, emphasising the importance of this new co-operation between China and the League Organisations.

On the other hand, the International Labour Office sought the co-operation of the Institute on Intellectual Co-operation in collecting, with a view to the better utilisation of workers' leisure, "all the desirable information with regard to the existence and condition of popular libraries in the various countries, methods of information and the resources at their disposal" and "ample material concerning the suggestions, schemes and steps taken in various countries with a view to bringing workers into touch with the popular arts (visits of popular art museums, participation in popular art demonstrations, dances, songs, theatres, etc.)."

After considering this request, the Committee authorised the Director of the Institute to accept the offer of the International Labour Office and to study the questions of popular arts and popular libraries in their relation to the problem of workers' leisure, with a view to collecting complete information on the subject and to elucidating by comparison the necessary conclusions.

(b) *Meeting of the Directors' Committee of the Institute.*

The meeting of the Executive Committee was followed by one of the Directors' Committee of the Institute, which opened on April 13th under the chairmanship of M. Painlevé.

The Committee considered the financial position and proceeded to certain appointments of officials. (The appointments necessitated by the reorganisation of the work of intellectual co-operation had not yet all been made.)

The rules of procedure and the financial regulations of the Institute were referred to the Governing Body. The Committee adopted the new staff regulations in second reading.

(c) *Meeting of Directors of National University Offices.*

Directors of National University Offices met for the sixth time at the Institute of Intellectual Co-operation from March 30th to March 31st. Thirteen offices were represented, namely, those of Austria, Belgium, Denmark, France, Germany, Great Britain, Hungary, Italy, the Netherlands, Poland, Spain, Switzerland and the United States.

The first result of these regular meetings has been the creation of national university offices in countries where they did not so far exist. They have also enabled directors of the existing offices to pool their experience and to establish personal relations. They have finally led to the publication of pamphlets by the Institute and to the initiation of inquiries on a series of questions dealing with international university relations.

The following publications are edited by the Institute :—

*University Exchanges in Europe*, a repertory of national institutions receiving foreign students and sending students abroad.

*Advanced Holiday Courses in Europe*, a yearly pamphlet.

*National Institutes Abroad*, i.e., establishments founded by one country in another to enable its nationals to pursue their studies.

*Repertory of International Students' Organisations*, with, as annex, a list of works of reference for students abroad.

The Institute has undertaken to inquire into conditions for the admission to Universities of foreign teachers, and, at the request of the sixth meeting of university offices, will study conditions for the admission of foreign students to arts and science faculties.

(d) *Sixth Meeting of the Committee of Representatives of International Students' Organisations.*

The meeting of directors of University Offices is invariably followed by one of representatives of the International Students' Organisations. Six organisations were represented, namely, the International Confederation of Students, the International Student Service, the International University Federation for the League of Nations, the International Federation of University Women, Pax Romana, the World Union of Jewish Students.

On March 31st, for the first time, the directors of University Offices and the representatives of Students' Organisations held a joint meeting. The regular meeting of the Students' Organisations opened next day, April 1st. The representatives expressed themselves in favour of closer relations between their national sections and the national committees of intellectual co-operation, and of international meetings of students studying the same subject, such as the congress of law students which was held in Brussels from August 16th to 21st, 1930.

(e) *First Meeting of Experts on Archives.*

In view of proposals from the German and Italian National Committees and the work

already done by the Committee of Intellectual Co-operation in connection with archives, the Executive Committee decided to seek the advice of a Committee of Experts as to the desirability of dealing internationally with the question of archives and drawing up a programme of work.

This Committee sat at the Institute on April 2nd and 3rd, 1931. Seven national archives were represented (those of Germany, United States, Spain, France, Great Britain, Italy and Poland). The International Committee on Historical Sciences sent two of its members, M. Hymans (Belgium) and M. Nabholz (Switzerland).

## 2. INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

The Council of Directors of the International Institute for the Unification of Private Law

held its regular annual session on April 7th and 8th at the Villa Aldobrandini, seat of the Institute. M. Vittorio Scialoja was in the chair.

There were further present M. Sasserath (Belgium), M. Capitant (France), M. Rabel (Germany), Sir Cecil Hurst (Great Britain), M. Loder (Netherlands), M. Rundstein (Poland) and M. Bagge (Sweden).

The Council noted with satisfaction the work done by the Secretariat of the Institute during the past year, which included the organisation of the library. It discussed the various questions on its agenda (sales contracts, arbitration in private matters, authors' rights, publishing contracts, *aval* by separate act, and the legal status of non-profit-making international associations) and drew up its schedule for 1931 which, in addition to the studies already in progress, includes questions concerning stock exchange contracts, agrarian law, etc.

## VII.—ADMINISTRATIVE QUESTIONS.

### UTILISATION BY POLAND OF THE PORT OF DANZIG.\*

The text of the opinion of the Committee of Jurists, appointed by the Council Rapporteur on Danzig to advise the High Commissioner on certain questions relating to the Free City, which met at Geneva in January and February, has been forwarded to the High Commissioner by the Secretary-General.

The question put to the Committee was whether Poland was bound by the decision of the High Commissioner of August 15th, 1921

(Point 7) (the Polish Government will engage to make full use of the Port of Danzig whatever other ports it may open in the future on the Baltic coast), or whether this decision was in the nature of a simple recommendation and, if so, what was its legal scope.

According to the rules of procedure of June 11th, 1925, the High Commissioner will now communicate this opinion to the parties and consider whether it is possible to reach an agreement which may render unnecessary a decision on his part.

## VIII.—POLITICAL QUESTIONS.

### 1. THE LEAGUE AND LIBERIA.

Dr. Melville D. Mackenzie has been designated by the League Health Organisation to proceed as health expert to Liberia, where he will study on the spot what steps can be taken to comply with the request for assistance submitted by the Liberian Government at the January Council session.

The three experts appointed by the Committee of the Council—Dr. Mackenzie, M. Henri Brunot (Colonial Administration) and M. Lighthart (finance)—will probably leave for Liberia in June. Their report will be submitted to the Committee of the Council on their return.

### 2. ANNUAL REPORT OF THE STRAITS COMMISSION.

The report of the Straits Commission† for 1930 which was received by the Secretary-General is in three parts, dealing with (1) the work of the Commission; (2) information regarding conditions for the passage of vessels and aircraft through the Straits; and (3) documents.

\* \* \*

In the first part, the Commission describes the composition, on July 1st, 1930, of the most powerful fleet in the Black Sea—that of the Union of Soviet Socialist Republics. This fleet

\* Monthly Summary, Vol. XI., Nos. 1 and 2, pp. 15 and 50.

† Created in 1924 in accordance with Article 15 of the Lausanne Convention relating to the Straits régime.



comprised the following vessels: one capital ship, originally belonging to the Baltic Fleet, stationed in the Black Sea since January, 1930; two cruisers (one of which came from the Baltic in 1930); five torpedo boats (one undergoing repair); five submarines; four mine-sweepers; eleven patrol boats; two auxiliary vessels, three training ships, and twenty-one training hydroplanes.

The Commission then gives a list of the ships which passed through the Straits, stating that the passage of two Russian vessels from the Baltic was "in accordance with the provisions of the Convention relating to the Straits régime."

The report also deals with the Straits sanitary régime. As in 1928, the Commission protests against the collection of taxes from vessels in transit. Vessels bound for a foreign port in the Black Sea pay dues which are double those levied on vessels bound for Constantinople. These dues are also paid on the return journey. In 1930, in exceptional circumstances resulting from the application of the Russian five-year plan, the taxes thus levied by the Turkish authorities on international shipping amounted to about £70,000. The Commission expresses its opinion that no tax should be levied on vessels passing in transit through the Straits and not proceeding to any commercial operations in Turkey.

As regards salvage dues, which are three times as high as before the war, the Commission considers that they are out of all proportion to the actual services rendered by the Turkish salvage service.

The Commission draws attention to the increase of merchant traffic through the Straits, which was in 1930 40 per cent. higher than in 1929 (17,864,753 tons compared with 12,767,012 tons in 1929).

This tonnage was distributed among the various countries as follows:

Italy	..	..	4,551,000 tons.
Great Britain	..	..	3,699,000 "
Greece	..	..	3,400,000 "
Norway	..	..	1,108,000 "
France	..	..	889,000 "
Germany	..	..	806,000 "
Russia	..	..	612,000 "
Holland	..	..	551,000 "
Roumania	..	..	547,000 "
America	..	..	468,000 "

The second part of the report deals with conditions for the passage of vessels and aircraft through the Straits, as they existed on January 1st, 1931.

The third part gives information, based on documents, concerning the demilitarised and prohibited zones and the air routes for the Straits; the admission of foreign warships, auxiliary vessels and air forces to the ports and territorial waters of the Turkish Republic; the regulation of air traffic in Turkey, etc.

In accordance with the Council resolution of June 25th, 1928, the report has been forwarded to the signatories of the Straits Convention, to the States Members of the League and to the various technical organisations of the League.

## IX.—SOCIAL AND HUMANITARIAN QUESTIONS.

### I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

The Advisory Commission for the Protection and Welfare of Children and Young People met at Geneva from April 14th to April 27th under the presidency of M. Chodzko (Poland). The Child Welfare Committee sat from April 14th to April 20th; the Traffic in Women and Children Committee from April 21st to April 27th.

#### (a) *Child Welfare.*

At its seventh session, the Child Welfare Committee considered a series of reports—a progress report from the Secretariat, reports from its liaison officers with the International Labour Office and the Health Organisation, a report on auxiliary services to Juvenile Courts, reports on the inquiry concerning children in

moral or social danger; preliminary draft Conventions on the return of children and young people to their homes and on assistance to foreign minors; observations from Governments on the question of the recognition and execution of maintenance orders abroad; memoranda from the Howard League for Penal Reform and the International Prison Commission on the improvement of penal administration, and a memorandum from the International Society of Crippled Children.

*Reports.*—The report of the liaison officer of the International Labour Office dealt mainly with the question of the *age of admission for children to non-industrial employments*. This question has been placed on the agenda of the next session of the International Labour Conference, which opens on May 28th. The Inter-

national Labour Office recommends that, where a system of forced labour or compulsory labour obtains, all possible steps should be taken to ensure that it never involves the illegal employment of women and children. The Committee requested the International Labour Office to present a report on the introduction and working of family allowances in different countries at its next session.

In adopting the report of the representative of the Health Organisation on its inquiry into *causes of infant mortality in Europe and Latin America*, the Committee suggested that it might be well to include among the social causes of infant mortality the inadequacy of the training in child-rearing given to working-class mothers and the shortage of systematically trained helpers, and that, in order to cope with the question, the number of social workers and nurses should be increased and compulsory training courses for girls should be introduced.

The Committee also considered a report from two of its assessors, Mme. Grabinska and M. Rollet, on the subject of *auxiliary services to Juvenile Courts*. It found that the question of children in moral and social danger was closely linked with that of juvenile delinquency, and that any differentiation of these two categories would be detrimental. It also considered that a child's personality and environment should be investigated and that it should be subjected to medical examination. It suggested that the system of preventive measures should be extended; that a system of guardianship for children in moral danger should be organised and that women should be employed in the auxiliary services. Finally, to complete its study, the Committee appointed a Sub-Committee to frame a questionnaire to be sent to all Governments with the object of obtaining documentary material concerning institutions dealing with erring or delinquent minors in every country, whether it possessed or did not possess juvenile courts. It accepted a proposal made in agreement with the Secretary-General of the International Prison Commission, to publish in collaboration with that Commission a report containing all the documentary material collected on the existence and organisation of juvenile courts.

The Committee noted further provisional reports from Mlle. Chaptal on her inquiry concerning *children in moral or social danger*, covering visits to Germany, Denmark and Italy.

*Draft Conventions.*—Following observations submitted by Governments, since the Committee's last session, certain amendments have

been made in the text of the draft Convention on the *return of children and young people to their homes*, and the Committee asked the Council to forward this draft to all Governments as a model Convention.

The preliminary draft Convention on *Assistance to Foreign Minors* was examined by the Committee in the light of observations from the Council and from Governments. It agreed that the question was connected with the problem of assistance to destitute adult foreigners, and thus in some degree exceeded the Committee's competence; it accordingly recommended that the Council should appoint a special committee of Government experts to study the question as a whole and to prepare a new preliminary draft Convention. The Committee in question would be attached to the Social Section in order to ensure close co-operation with the Child Welfare Committee.

*Recognition and Execution of Maintenance Orders Abroad.*—At the Council's request, the Child Welfare Committee carefully examined observations from Governments on this question. Here again, it decided that, as the question extended to adults as well as to children, a special committee could best examine it, and recommended that it should be referred to the body appointed to study the question of assistance to foreigners. The Committee noted that the execution of maintenance orders was only one means of providing for the support of persons depending upon a person living in another country, and was of opinion that it would be desirable to inquire into social and administrative measures aiming at the same object. It was suggested that the Permanent Conference for the Protection of Migrants should be asked to pursue the study of the question as a whole, and that co-operation should be sought with the Hague International Conferences on Private Law, and with the International Labour Office.

*Memoranda.*—The Committee considered memoranda on the *improvement of penal administration* from the Howard League for Penal Reform and from the International Prison Commission. It recommended that all confinement in prison should be excluded in the case of children, and that, in cases of delinquency, the treatment applied to them should be prompted by a desire for educational training and not for punishment. This question was placed on the agenda of the next session.

Another question which it was decided to include in a later agenda was a *memorandum from the International Society of Crippled Children* (United States) submitted by Count

Carton de Wiart. This Society requested the Child Welfare Committee to set up an international information bureau for the collection of data on the care, education and treatment of the crippled, and for the dissemination of information among the associations dealing with the question.

*Other Questions.*—As regards the question of the *cinematograph* in its relation to the education of children, the Committee decided that this matter should in future be dealt with in the form of a report by the liaison agents of the International Educational Cinematographic Institute in Rome.

The Committee heard a statement by Mlle. Burniaux, urging the further investigation of the question of *illegitimate children*. It was decided to consider this question at the next session, and meanwhile to collect all documentary material on the organisation and working of the system of official guardianship.

As regards the question of *blind children*, Dr. Humbert made a statement explaining the circumstances which had delayed the submission of a report by the Sub-Committee studying this matter. He proposed that the Committee should adopt the definition of blind children framed by the Health Organisation, and that the Sub-Committee should be requested to continue its inquiry and to extend it to partially blind persons. The inquiry would cover educational methods. The Sub-Committee would ascertain whether in countries where there was compulsory free education, the education of totally or partially blind children was also provided for in practice on the same basis, and whether it was desirable to inform Governments disposed to grant assistance to such children as to the results of experiments already carried out with a large measure of success in certain countries. The Committee accepted this proposal, appointing Dr. Hein as Chairman of the Sub-Committee.

Attention was called by the French delegate to the interest taken in scientific circles in the teaching of children with defective vision. A letter was read from the President of the French *Académie de Médecine* and of the International Association for the Prevention of Blindness.

#### (b) *Traffic in Women and Children.*

At the tenth session of the Traffic in Women Committee the general progress made in combating the traffic was as usual considered in the light of a progress report from the Secretariat on the situation as regards the 1921 Convention, annual reports of Governments, the reports of voluntary organisations and a report

of the International Labour Office on certain questions of employment.

*General position as regards measures for combating the traffic.* As regards the *Convention of 1921 for the Suppression of the Traffic in Women and Children*, a further accession to be noted is that of the French Mandated Territory of Syria and Lebanon. The Danish Government ratified this Convention during the session, and the Persian Government proposes to submit the Convention for parliamentary approval very shortly. The Committee expressed its regret that the representations made to the Egyptian Government, urging the importance of its accession to the Convention and of setting up a central authority, had so far had no result, but it understood from the representative of the International Bureau for the Suppression of the Traffic that the matter was receiving attention. The Committee hopes to receive a favourable reply before next session.

The Committee considered it desirable that the Council should ask all non-Member States which had not acceded to the Convention whether they would not be prepared to do so, because, if the traffic is to be effectually put down, the Conventions must be extended to as large a number of territories as possible. It noted that six parties (Albania, Chile, Finland, Greece, Latvia and Roumania) to the 1921 Convention had not yet acceded to the 1904 Agreement and the 1910 Convention.

When discussing the summary of the *annual reports of Governments for 1929*, the Committee decided to revise the questionnaire on which such reports are based with a view to obtaining more adequate information on cases of national trafficking and procuring.

The Committee also heard statements by the representatives of voluntary organisations. The principal questions dealt with in the reports of these bodies concerned the findings of the Warsaw International Congress for the Suppression of the Traffic in Women and Children, obscene publications, the employment of women police, assistance to deported prostitutes and the protection of music-hall artists, the question of beauty competitions, and the abolition of the age-limit.

*Special questions.* The Committee then went on to consider a series of special questions figuring on its agenda, namely, obscene publications, the abolition of the age-limit, penalties for souteneurs, women police, the protection of artists, the repatriation of foreign prostitutes, laws and regulations to safeguard public order and health against the dangers of prostitution, and the improvement of penal administration.

As regards the first point—*obscene publications*—the Committee considered the replies of twenty-seven Governments to its questionnaire\* and decided to forward them to the States parties to the 1923 Convention for the suppression of the trade in obscene publications.

In the course of the discussion, the Committee's attention was drawn to Italian, Belgian, French and German laws on obscene publications. It requested the Secretariat to publish a collection of such laws together with comments given by Governments on their application. It expressed the view that, in examining the organisation and work of the central authorities in connection with the suppression of the traffic in women, attention should also be given to the central authorities for the suppression of obscene publications.

The Committee finally expressed its appreciation of the steps which many Governments were taking to suppress the traffic, and the hope that all Governments would do their utmost to bring it to an end.

*The abolition of the age-limit in the 1921 Convention* had, the Committee noted, been approved in principle by twenty-six Governments. This represents a marked increase in the number of Governments in favour of this step, despite the fact that certain countries (France, Poland, Italy and Denmark) have made reservations. The question will be reconsidered next year.

The question of *penalties for souteneurs* was considered by the Committee on the basis of a draft convention prepared by its Legal Sub-Committee and a statement by Professor von Overbeck, an expert who collaborated with that Sub-Committee.

A detailed discussion took place on the definition of the word "souteneur." Certain laws regard as an essential factor the aid and abetment of prostitution, given habitually or for personal profit. Others have adopted as the constituent element of the offence the fact of living wholly or partly on the prostitution of another person. In certain countries, moreover, it is held that the definition should embody both formulæ.

The Committee finally adopted this view which covers the double aspect of the *souteneur's* dealings. It agreed that the penalties for *souteneurs* should not in principle be less strict than those provided in the case of procuring or traffic.

The preliminary draft protocol on the subject was adopted after revision and forwarded

to the Council for transmission to Governments. It will be accompanied by a revised and complete copy of the "Concise Study of the Laws and Penalties relating to *Souteneurs*" compiled by the Secretariat, and by a copy of the resolution, adopted in October, 1930, by the Warsaw International Congress for the Suppression of the traffic.

*The question of the employment of women police* was discussed in relation to the four following points: (1) specialisation of women for police work or more general training for such work; (2) duties of women police; (3) organisation; (4) training and recruiting.

The opinion was expressed that countries should be left free to adapt the work of women police to conditions and circumstances peculiar to their territories. The Committee expressed its appreciation of the services rendered by women police, and recommended that they should be more widely employed, in particular in connection with the protection of women and children in moral danger and of women and children who are the authors, victims or witnesses of offences. Attention was drawn to the particularly effective part played by women police in the campaign against traffic in women.

Another important question, considered on the basis of a memorandum from the International Bureau for the Suppression of the Traffic, was the repatriation of foreign prostitutes. The proposal of the International Bureau was that an international convention should be concluded prohibiting the entry of prostitutes to a foreign land and making certain provisions for compulsory repatriation.

In view of the fact that numerous organisations, and also certain Governments, were opposed to the Convention, largely on the ground that it tended to reintroduce a regulationist system in countries which had abolished it, the Committee decided to adjourn this question, and called for a report on the whole question of repatriation.

It also called for a further report on the *question of the protection of young female artists*.

In the course of its discussion of *laws and regulations to safeguard public order and health against the dangers of prostitution*, the Committee was led to consider the Eleventh Assembly's suggestion that it should investigate the comparative results of the two abolitionist systems—the free or compulsory treatment of venereal diseases.

It expressed the view that, before examining this question, the medical aspect of which is of special importance, it should await the results of the investigations undertaken by the Health

\* See Monthly Summary, Vol. X., No. 4, p. 79.

Committee and the International Union for combating venereal disease.

As regards the question of *the improvement of penal administration* which was brought before the League in a memorandum from the Howard League for Penal Reform, the Committee noted that the treatment of female prisoners during detention and the assistance given to them after discharge had a direct bearing on prostitution and the traffic in women and children. It decided to discuss this question in detail at a later session.

\* \* \*

These sessions were attended by the following delegates and assessors:

M. Chodzko, Chairman (Poland); Mme. Romniciano, Vice-Chairman (Roumania);

Count Carton de Wiart, M. Maus, technical expert (Belgium); Dr. Estrid Hein (Denmark); M. Regnault, M. Bourgois, substitute delegate, Mlle. Chaptal, substitute delegate, M. Leluc, substitute delegate (France); Dr. Gertrude Baumer, Dr. Elsa Matz, expert, Mme. Elizabeth Zillken, expert (Germany); Mr. S. W. Harris, Mr. A. S. Hutchinson, substitute delegate (Great Britain); Professor Ugo Conti (Italy); M. Setsuzo Sawada (Japan); Mme. Grabinska and M. Grzegorzewski, substitute delegates (Poland); Marquis de Guad-el Jelu, M. Martinez Amador, substitute delegate (Spain); Dr. Paulina Luisi (Uruguay).

#### *Assessors for Child Welfare.*

Mlle. Burniaux, International Federation of Trade Unions (Amsterdam).

Professor Dalmazzo, International Union of Catholic Women's Leagues.

Dame Katherine Furse, International Boy Scouts' and Girl Guides' Organisations.

Mlle. E. Gourd, International Women's Organisations.

Dr. F. R. Humbert, League of Red Cross Societies.

M. Fr. Pfeiffer, Association internationale pour la protection de l'enfance.

Mme. J. E. Vajkai, "Save the Children" International Union.

#### *Liaison Officers.*

Mr. G. A. Johnston, International Labour Office

M. O. Velghe, Health Organisation of the League of Nations.

#### *Assessors for Traffic in Women.*

Mlle. Thurler, Association catholique internationale des Œuvres de protection de la jeune fille.

Mme. Avril de Ste-Croix, Women's International Associations.

Mme. Curchod-Secretan, Fédération internationale des Amies de la jeune fille.

Mr. Semplins, International Bureau for the Suppression of Traffic in Women and Children.

Mr. S. Cohen, Jewish Association for the Protection of Girls and Women.

Mlle. Lavielle, Union internationale des Ligues féminines catholiques.

#### *Liaison Officer.*

Mr. G. A. Johnston, International Labour Office.

The Committee paid a tribute to the memory of Marquis Paulucci di Calboli (Italy), M. Posner (Poland), and M. Varlez, for several years liaison officer for the International Labour Office, who have died since last session.

## 2. TRAFFIC IN OPIUM.

### (a) *Meeting of the Permanent Central Opium Board.*

The Permanent Central Opium Board met at Geneva from April 13th to the 18th under the Chairmanship of Mr. L. A. Lyall (British).

There were further present: M. Gallavresi (Vice-Chairman) (Italian); M. Agel (French); Dr. Anselmino (German); Mr. May (American); M. Miyajima (Japanese); Sir Basanta Mullick (Hindoo), and Dr. Ramsay (Finnish).

The agenda included an examination of drug traffic statistics for the last quarter of 1930 as well as estimates submitted by the various Governments of their requirements for 1930 and 1931.

The Board considered a progress report from its Secretary which also dealt with the manner in which Governments parties to the 1925 Opium Convention communicated their statistics. It noted with satisfaction that the Netherlands and Belgian Governments had given the information they had been asked to furnish during a visit of the Secretary to those countries, and had thus dispelled certain doubts voiced by the Board with regard to the stocks of coca leaves in the Netherlands and of opium preparations in Belgium.

Finally, the Board considered the duties that might devolve upon it if the Conference on the limitation of drug manufacture adopted the draft Convention prepared by the Opium Advisory Committee at its fourteenth session and approved by the Council in January. Subject to certain minor reservations, it unanimously expressed its willingness to undertake these duties.

(b) *Standardisation of Methods of Ascertaining the Morphine Content of Opium.*

The Advisory Committee on Traffic in Opium had asked the Health Committee to undertake the study of the standardisation of methods for ascertaining the percentage yield of morphine from the various opiums. Considering this question as urgent, in view of the approaching Conference for the Limitation of Drug Manufacture, the Health Committee summoned a Committee of Experts, which met at Geneva from April 19th to 20th with M. Van Itallie, Professor of Pharmacy and Toxicology at The Hague, in the chair.

There were further present Dr. H. Baggesgaard Rasmussen, Professor of Chemistry at the *Pharmaceutiske Laerenanstalt*, Copenhagen; Dr. Eder, Professor of Pharmacognosy and Pharmaceutical Chemistry at the Zurich Polytechnical School; Dr. A. Goris, Professor of Galenic Pharmacy at the Paris Faculty of Pharmacy; Dr. E. Knaffl-Lenz, Professor of Pharmacology and of Toxicology at Vienna University. Dr. Carl Mannich, Director of the *Pharmaceutisches Institut*, Berlin-Dahlem, was unable to attend.

After a general discussion on methods of ascertaining morphine content, the Committee decided to investigate certain of them in order to determine which of them was to be preferred. It regretted that it would not be able to finish this work before next September. The researches will be carried out under the direction of the Chairman and will bear upon various kinds of raw opium.

In view of the importance of the work and in order to facilitate the international acceptance of its results, the Committee considered that it would be desirable to secure the collaboration of two more experts from the United States and Japan.

The Committee also replied to various questions put by the Section on Opium Traffic and Social Questions.

### 3. REFUGEES.

The Governing Body of the Nansen International Office for Refugees held its second session at Geneva on April 27th and 28th under the presidency of M. Max Huber, Chairman of the Office.

This session was preceded by meetings of the Managing Committee, which prepared the work of the Governing Body and of the Financial Committee, whose principal duty was to consider the budget of the Office for 1932 and to reach final agreement upon details of the revised budget for 1931.

The following persons took part in the discussions: M. Max Huber (Chairman); M. Fierlinger (Czechoslovakia); and Mr. Golden (Private Organisations) (Vice-Chairman); M. de Navailles (France); M. Raphaël (Greece); Dr. Voelckers (Germany); M. Arcoleo (Secretariat of League of Nations); Mr. Childs (International Labour Office); M. Goulkévitch and M. Pachalian (Private Organisations); Colonel Bicknell (League of Red Cross Societies); and Senator Ciraolo (International Relief Union). Several deputy members were also present.

The Governing Body began by adopting the final revised budget for 1931. It also adopted the budget for 1932, which shows a total decrease of some 15,000 francs on the budget for 1931.

It then laid down general principles for the use of the Office funds during the current year. The Nansen Stamp Fund will be employed as follows:

Transport and establishment of refugees in Europe .. ..	68%
Transport and establishment of refugees not in Europe .. ..	10%
Establishment of small farmers in France .. ..	9%
Establishment of small farmers in other countries .. ..	3%
Miscellaneous relief .. ..	10%

As regards the other special funds, the Governing Body approved the principle of the creation in France of a centre of agricultural re-education designed to facilitate the annual establishment of 1,500 refugees from other countries.

It decided that an appeal should be made for the constitution of a Nansen Memorial Fund on the first anniversary of Dr. Nansen's death, May 13th, 1931.

The Governing Body noted reports from the Managing Committee on the situation of Armenian refugees in Greece, on Russian refugees in Manchuria, on measures taken by the League for the transfer of the refugee work to the Office and on the situation of Armenian refugees in Bulgaria.

The Governing Body also discussed the establishment of Armenian refugees in Syria. It decided to invite one of its members to proceed to that country in order to note the progress of the work and to agree with the mandatory authorities on arrangements for its continuation.

Another question considered was that of the respective jurisdiction of the Office and of the Secretariat of the League of Nations as regards the protection of refugees. It was decided to

approach the Secretary-General of the League with a view to the final elucidation of this question.

The Governing Body finally made arrangements for the final discussion of its report for

the Assembly at its next session which will be held at Geneva on July 1st and 2nd, 1931. This report will contain a general plan for the winding-up of the refugee work by December 31st, 1929.

## X.—OTHER QUESTIONS.

### I. VISIT OF THE SECRETARY-GENERAL TO ROME AND BERLIN.

During the month of April the Secretary-General paid a brief visit to Rome (April 18th-21st), in order to confer with Signor Grandi on a number of questions connected with the work of the League. He was also received by Signor Mussolini. Whilst in Rome he was granted a private audience by the Pope.

From Rome he proceeded to Berlin (April 22nd-25th), to discuss various League matters, and in particular the agenda of the May session of the Council, with Dr. Curtius, who will preside over that meeting.

### 2. THE NEW LEAGUE BUILDINGS.

The twelfth session of the Building Com-

mittee was held at Geneva from March 25th to April 2nd, with Mr. Butler, Deputy Director of the International Labour Office, in the Chair.

M. Dufour-Féronce, Under Secretary-General of the League, attended the meeting. There were further present M. Bianchi (Italian), M. Bouet (Swiss), M. Broese (Netherlands), M. Hoehne (German), Mr. Markham (British), and M. Pycelon (French).

At this session the Committee reached agreement with the architects upon certain minor changes in the plans of the new buildings, and decided to hold its next meeting on April 23rd, when the work on the foundations and masonry will be in progress.

## XI.—FORTHCOMING EVENTS.

June 1st-July 30th.—Courses in Malariology, London, Hamburg, Paris and Rome.

June 3rd.—Mixed Committee on Taxation of Foreign Newspapers, Geneva.

June 8th.—Preparatory Committee (Calendar Reform) of the Fourth General Conference on Communications and Transit, Geneva.

June 9th.—Permanent Mandates Commission, Geneva.

June 15th.—Delegation of Economic Committee and Experts on Veterinary Questions, Geneva.

June 17th.—Conference on Vitamins, London.

June 18th.—Economic Committee, Geneva.

June 22nd.—Sub-Committee on Postal Air Transport, Geneva.

June 23rd.—Permanent Standards Committee of the Health Committee, London.

June 25th.—Economic Consultative Committee, Geneva.

June 29th.—Conference on Rural Hygiene, Geneva.

July 2nd.—Committee of Representatives of Women's International Organisations (Nationality of Women), Geneva.

July 3rd.—Delegation of the Sub-Committee of Experts for the Instruction of Youth, Geneva.

July 6th.—Permanent Committee on Arts and Letters, Geneva.

July 13th.—Executive Committee of the Committee on Intellectual Co-operation and Director's Committee of International Institute, Geneva.

July 20th.—Plenary Session of the Committee on Intellectual Co-operation, Geneva.

July 29th.(?)—Technical Committee for Maritime Tonnage Measurement,(?)

August 10th.—Permanent Central Opium Board, Geneva.

September 7th.—Twelfth Assembly of the League of Nations, Geneva.

October 26th.—Fourth General Conference on Communications and Transit, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## I. TWENTY-FIRST (EXTRAORDINARY) SESSION OF THE COURT.

The twenty-first (extraordinary) session of the Court opened on April 14th.

The Court was composed as follows: M. Adatci, President (Japan), M. Guerrero, Vice-President (Salvador), Mr. Kellogg (United States), Baron Rolin Jacquemyns (Belgium), Count Rostworowski (Poland), M. Fromageot (France), M. Altamira (Spain), M. Anzilotti (Italy), Sir Cecil Hurst (Great Britain), M. Schücking (Germany), M. Negulesco (Roumania), Jonkheer van Eysinga (Netherlands).

M. de Bustamante (Cuba) and M. Wang (China) were unable to attend. M. Urrutia (Colombia), in view of his previous activities as a member of the Council of the League of Nations, has excused himself from sitting in the question of the German Minority Schools in Polish Upper Silesia, but remains at the disposal of the Court for the other questions on the list for the session.

## 2. GERMAN MINORITY SCHOOLS IN POLISH UPPER SILESIA.

Availing itself of the option afforded by the last paragraph of the operative part of the Order made on February 24th, 1931, by the President of the Court, the German Government filed with the Registrar, within the time-limit fixed (April 13th), a second written statement on this question. The Polish Government did not file a second statement.

The hearing of the case began on April 15th. On that occasion Mr. Kellogg, who had not sat in the Court since its renewal, made the solemn declaration provided for in Article 20 of the Statute, and was declared by the President duly installed in his duties as an ordinary judge for the period ending December 31st, 1939.

In the course of the hearings on April 15th, 16th, 17th, and 18th, M. Kaufmann, Agent of the German Government, and M. Mrozowski, Agent of the Polish Government, set forth the views of their respective Governments. The

Agents further replied to questions put to them by certain members of the Court.

At the hearing of April 18th, the Agent of the Polish Government, at the request of the Court, filed certain documents, which were commented upon and completed by the Agent of the German Government at the hearing of April 20th. At the hearing of April 22nd, the Agent of the Polish Government produced and commented upon certain further documents for which the Court had asked.

The oral proceedings were closed on April 22nd.

## 3. RAILWAY TRAFFIC BETWEEN LITHUANIA AND POLAND (SECTION OF THE LINE LANDWAROW-KAISADORYS).

As Lithuania has no judge of her nationality amongst the Members of the Court, the latter drew the attention of the Lithuanian Government to the fact that it was entitled to appoint a judge *ad hoc* to sit when the Court was dealing with this question. The Lithuanian Minister for Foreign Affairs has now informed the Court that, in virtue of this right, his Government has appointed to sit as judge *ad hoc* in the case, M. Vladas Stasinskas, Advocate, Governor of the Bank of Lithuania.

## 4. RATIFICATION OF THE AGREEMENTS RELATING TO THE TREATIES OF TRIANON, SIGNED IN PARIS, ON APRIL 28TH, 1930.

The French Minister at The Hague, by a letter of April 10th, 1931, informed the Court that the Agreements signed in Paris on April 28th, 1930, came into force on April 9th, 1931. He requested the President to arrange that the Permanent Court of International Justice should, during its twenty-first session, proceed, in accordance with the provisions of the said Agreements, to appoint the additional Members of the Hungarian-Yougoslav, Hungarian-Roumanian and Hungarian-Czechoslovak Mixed Arbitral Tribunals.

The President replied that the question of the appointment by the Court of additional members of the said Mixed Arbitral Tribunals had been placed upon the agenda of the twenty-first session. This fact has also been notified to the Government of the countries directly concerned.

\* This chapter has been written with the aid of information furnished by the Registry of the Court



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VOL. XI., No. 5.

MAY, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month : May, 1931</i>	116	Convention of March 24th, 1930—Unification of Cheque Law—Work of the Committee of Statistical Experts—Customs Nomenclature	131
II. <i>Austro-German Protocol for the Establishment of a Customs Union</i>	117	Work of the Financial Committee—Suppression of Counterfeiting Currency	133
III. <i>Scheme for European Union :</i> Meeting of the Commission of Inquiry	118	Third Session of the Fiscal Committee	134
IV. <i>Agricultural Credits</i>	121	4. Communications and Transit : Sixteenth Session of the Advisory Committee.	134
V. <i>Arbitration, Security, Reduction of Armaments :</i> 1. Reduction of Armaments 2. Improvement of Means of Preventing War	121 123	VIII. <i>Intellectual Co-operation and International Bureaux :</i> 1. Instruction of Youth in the Aims of the League 2. International Educational Cinematographic Institute 3. Application from the International Exhibitions Bureau	134 134 135
VI. <i>Legal and Constitutional Questions :</i> 1. Convocation of the Twelfth Assembly 2. International Engagements : (a) Ratification of Agreements and Conventions concluded under the League's auspices (b) General Act for the Pacific Settlement of Disputes	124 125 125	IX. <i>Administrative Questions :</i> 1. Danzig : (a) Danzig-Polish Relations (b) Treatment of Polish Nationals and other Persons of Polish Origin or Speech at Danzig (c) Appointment of the President of the Danzig Port and Waterways Board (d) Renewal of the Appointment of the High Commissioner 2. Forty-fifth Report of the Saar Governing Commission	136 136 137 137
VII. <i>The Technical Organisations :</i> 1. Technical Co-operation between the League and China 2. The Health Organisation : (a) Seventeenth Session of the Health Committee (b) Resolutions of the Council (c) Rural Hygiene 3. The Economic and Financial Organisation : Work of the Economic Committee — Appointment of a Corresponding Member of the Economic Committee — Meeting of the Economic Consultative Committee—Commercial	125 126 130 131 137	X. <i>Protection of Minorities :</i> 1. Minorities in Poland 2. Petitions concerning the Situation of the Ukrainian Minority in Poland 3. Minorities in Roumania	138 140 141

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

	PAGE		PAGE
<b>XI. Political Questions :</b>		<b>XIV. Publications and Library Questions :</b>	
1. The League and Liberia . . . . .	141	Annotated Bibliography of the	
2. Polish-Lithuanian Relations . . . . .	142	Principal Works on the League	
3. Memel . . . . .	142	catalogued in the Library in	
		April . . . . .	145
<b>XII Social and Humanitarian Questions :</b>		<b>XV. Forthcoming Events . . . . .</b>	<b>146</b>
1. Traffic in Women and Children . . . . .	142		
2. Child Welfare . . . . .	143		
3 Traffic in Opium :			
(a) Conference for the Limita-			
tion of Drug Manufacture . . . . .	143		
(b) Work of the Opium Advi-			
sory Committee . . . . .	144		
(c) Conference on Opium Smok-			
ing in the Far East . . . . .	145		
4 Slavery . . . . .	145		
<b>XIII. Other Questions :</b>			
1. Allocation of Expenses . . . . .	145		
2. Gift to the League Secretariat . . . . .	145		

### *The Permanent Court of International Justice.*

1. Sessions of the Court . . . . .	147
2. German Minority Schools in Polish Upper Silesia . . . . .	147
3. Advisory Opinion concerning railway traffic between Poland and Lithuania . . . . .	148
4. Agreements signed at Paris on April 28th, 1930 . . . . .	148
5. Customs Régime between Germany and Austria . . . . .	149

## I.—SUMMARY OF THE MONTH,

May, 1931.

The sixty-third session of the Council and the third session of the Commission of Inquiry for European Union were the principal League events in May. Other important meetings were those of the Conference for the Limitation of Drug Manufacture, the Health Committee, the Financial Committee, the Transit Committee, the Fiscal Committee, and the Committee studying a general Convention for improving means of preventing war.

The sixty-third session of the Council was held at Geneva from May 18th to May 23rd, with the German Foreign Minister, Dr. Curtius, in the Chair. Of the fourteen members, nine were represented by their Foreign Ministers, namely, Great Britain, Germany, France, Irish Free State, Italy, Norway, Poland, Spain, and Yugoslavia. The principal questions dealt with at this session concerned the Austro-German Protocol for a Customs Union, the preparation of the Disarmament Conference, and the appointment of the President, the protection of minorities in Poland, the relations between Poland and Danzig, Polish-Lithuanian relations, and the position of the Memel territory.

The Council was able to place on record the formal accession of Great Britain, Australia, India, New Zealand, and France to the General Act for the Pacific Settlement of International Disputes, and the promise of the Italian Government to accede shortly.

At the request of the Chinese Government,

the Council authorised the League Technical Organisations to collaborate with China

Another important decision concerned the final approval of the Convention and Charter of the International Agricultural Mortgage Credit Company. The Convention was signed by sixteen States at the final meeting of the European Commission of Inquiry.

The European Commission of Inquiry proceeded to a thorough discussion of the world economic depression, in so far as it affects Europe as a whole. It appointed a series of Sub-Committees which will meet during the summer to study various questions submitted.

The Health Committee met at the beginning of the month, when it reviewed the work of the Health Organisation from October to March.

The Financial Committee met, as usual, shortly before the Council, mainly to perfect a scheme for the creation of the International Agricultural Mortgage Credit Company.

The Committee for the preparation of a general Convention for improving means of preventing war also met before the Council and succeeded in drawing up a text which will be submitted to the next Assembly.

The Transit Committee, the Fiscal Committee, and the Conference for the Limitation of Drug Manufacture began their meetings towards the end of the month and were still in session at the beginning of June.

## II.—AUSTRO-GERMAN PROTOCOL FOR THE ESTABLISHMENT OF A CUSTOMS UNION.

The compatibility of the Austro-German Protocol of March 19th, 1931, for the establishment of a customs union with Austria's international obligations, in particular the Treaty of St. Germain and the Geneva Protocol No. 1, of October 4th, 1922, was considered by the Council on May 18th and 19th. This question had been included in the agenda at the request of the British Government.

For the purpose of this discussion, the Council included the representatives of Austria, Belgium, and Czechoslovakia (M. Schober, M. Hymans, and Dr. Benes), signatories of the Geneva Protocol.

Mr. Henderson explained why he had presented this request. He did not desire to question the intentions of either the German or the Austrian Government, but he had noted that the publication of the Protocol had caused some misgivings and that several States had considered it as contrary to the stipulations of certain international instruments. He, therefore, had deemed it his duty, not only as representative of his Government, but also in his capacity of Acting President of the Council, to ask that the Council should consider the matter. In his view, the issue raised important economic and political questions, but the aspect of the case with which the Council was for the moment concerned was essentially one of a juridical nature, on which it would be desirable to request an advisory opinion from the Permanent Court of International Justice. He proposed that the Court should be asked for an opinion on the following question:

"Would a régime established between Germany and Austria on the basis and within the limits of the principles laid down by the Protocol of March 19th, 1931, the text of which is annexed to the present request, be compatible with Article 88 of the Treaty of St. Germain and with Protocol No. 1 signed at Geneva on October 4th, 1922."

M. Schober set forth the views of the Austrian Government on the legal aspects of the problem. Austria, he said, by the Protocol of March 19th, 1931, had assumed no obligations incompatible with those entered into by her in the Protocol of October 22nd, 1922, or in the Treaty of St. Germain. Moreover, the Geneva Protocol of 1922 had not only imposed on Austria the obligation to maintain her independence, but had also imposed on the Powers guaranteeing the Reconstruction Loan the obligation to respect that independence. The Geneva Protocol should not be interpreted in a way which must deprive her of all freedom of action in her relations with foreign Powers.

M. Schober, in conclusion, said that he unreservedly accepted Mr. Henderson's proposals, especially in the sense that nothing would be done to produce a *fait accompli* until the Council had taken a decision on the advisory opinion of the Court.

Mr. Henderson said that in order to avoid any possible misunderstanding he would ask M. Schober if he agreed that, until the Council had taken a decision on the advisory opinion of the Court, no further progress should be made towards the establishment of the proposed régime.

M. Schober replied that he had twice declared that he unreservedly accepted Mr. Henderson's suggestions, and therefore could certainly give him the assurance required.

M. Briand recalled that the French Government had, in a memorandum to the Council, explained its views as regards the Austro-German Protocol. He accepted the British proposal, adding: "For the time being the problem before us is essentially a legal one, but there is no doubt that there are other problems based on economic and political considerations, which the Council will, at the proper moment, have to examine."

Finally, M. Briand took note of M. Schober's acceptance of Mr. Henderson's proposal that until the Council's decision nothing further should be done in regard to the scheme.

M. Grandi (Italy) also accepted the British draft resolution adding: "The representatives of the German and Austrian Governments have assured us that the proposed Austro-German Union has purely economic aims, all political aims being excluded. The Italian Government is happy to note these assurances. . . . Nevertheless, it is not easy and, in certain circumstances it is not even possible, to distinguish between the political domain and the economic domain. . . . While taking note of the German and Austrian declaration, we must obviously reserve the right, after considering all the elements of the problem, to form our own opinion of its true scope."

The President, Dr. Curtius, speaking on behalf of the German Government, said that the latter was convinced that "the principles agreed upon with the Austrian Government were in complete accord with the existing Treaties." He had no objection to the legal question being submitted to the Hague Court, but any attempt to go further than that and to raise in the Council the point whether the Austro-German plan

implied a disturbance of good understanding or peace in Europe was, to his mind, inadmissible.

Dr. Benes (Czechoslovakia) considered that the main lines of the Austro-German Protocol were not in accordance with the international undertakings entered into by Austria. He described the economic disadvantages which the realisation of the scheme would present for Czechoslovakia. Accepting Mr. Henderson's proposal, he voiced his conviction that, as regards the political aspect of the question, the Council would certainly take a decision which would preserve intact his country's legitimate interests.

M. Marinkovitch (Yugoslavia) said that, as regards the juridical question, he did not see how the Council could do otherwise than adopt Mr. Henderson's proposal. He wished, however, to draw attention to the fact that every economic fact had a political consequence and was, consequently, a political fact as well. Any circumstance likely to affect international relations and to disturb international peace or goodwill was a matter for the jurisdiction of the Council. . . . The Permanent Court of International Justice and the Council of the League had been set up precisely in order that no Power might allege that there existed certain political facts which concerned nobody but itself.

Dr. Curtius thought that it could be confidently left to the Judges of the Hague to determine how far they need take into account the forces that lay behind the formulæ, and gave birth to them. The German representative recalled that it had been formally specified in the Protocol that Austria's independence would

not be infringed. He added: "If the Hague Court takes the view that Austria's legal obligations have been complied with it would, in my opinion, be intolerable that we should be reproached with having caused a disturbance of the peace through the Vienna Protocol and our project for a customs union. . . . While pursuing our own economic interests we are, at the same time, acting strictly within the present international system. . . . Wherefore I decline to allow my country to be thus arraigned before any public body as disturbers of the peace."

Noting that agreement was unanimous as regards the British proposal, and noting with interest the statements of M. Schober and Dr. Curtius concerning Austria's independence, M. Briand drew attention to the fact that M. Marinkovitch had raised a question of principle. "In all international questions . . . which might prove harmful to the cause of peace . . . the right to lay the matter before the Council exists. When a problem is laid before the Council . . . the State concerned should not take its stand on the rigid basis of national prestige and sovereignty. . . . Such a matter as this must be raised to a higher plane, a plane of European and international solidarity. . . . If the problem before us should again come up for discussion, I feel that we must not hesitate to set aside all national pride. . . . A great country need feel no humiliation in discussing all questions."

M. Curtius replied that had he nothing to add to the statements he had already made, and M. Hymans (Belgium) accepted Mr. Henderson's proposal, which was unanimously adopted

### III.—COMMISSION OF INQUIRY FOR EUROPEAN UNION.

The third session of the Commission of Inquiry for European Union was held at Geneva from May 15th to 21st, under the presidency of M. Briand. The States represented were: Albania, Austria, Belgium, British Empire, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Netherlands, Norway, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Yugoslavia; the chief delegates being: M. Lec Kurti (Albania), Dr. Johannes Schober (Austria), M. Paul Hymans (Belgium), Mr. Arthur Henderson (British Empire), M. Bogdan Moroff (Bulgaria), Dr. Eduard Benes (Czechoslovakia), Dr. Peter Munch (Denmark), M. Auguste Schmidt (Estonia), Baron Yrjö-Kosknen (Finland), M. Aristide Briand (Chairman), (France);

Dr. Julius Curtius (Germany); M. A. Michalakopoulos (Greece); M. Jules Karolyi (Hungary); Mr. MacGilligan (Irish Free State); M. Dino Grandi (Italy); M. J. Feldmans (Latvia); Dr. Zaunius (Lithuania); M. Joseph Bech (Luxemburg); M. Birger Braadland (Norway); M. Beelaerts van Blokland (Netherlands); M. Zaleski (Poland), M. de Vasconcellos (Portugal); M. Nicolas Titulesco (Roumania); M. Alejandra Lerroux (Spain); Baron S. G. F. T. Ramel (Sweden); M. Giuseppe Motta (Switzerland); Dr. Voislav Marinkovitch (Yugoslavia).

The Commission approved the provisional agenda\* prepared by its Organisation Sub-Commission, adding two proposals, from the German and from the Italian Government,

\* See Monthly Summary, Vol XI, No 3, p 84.

concerning customs relations in Europe and the possibility of bringing the Commercial Convention of March 24th, 1930, into force.

In his opening speech, the President recalled the work done since the second session of the Commission by its various Sub-Committees.

M. Motta (Switzerland), rapporteur of the Organisation Sub-Committee, summarised the conclusions reached by that body as regards the organisation of the Commission and the procedure to be adopted for its discussions, emphasising that the scheme prepared by the Sub-Committee was as elastic as possible and left the way open for various developments. The report was unanimously adopted. The Commission also unanimously ratified a resolution passed by the Organisation Sub-Committee concerning the participation of the Free City of Danzig in its economic work. The discussion was then opened on Point 3 of the agenda—Economic Questions: the world economic depression, in so far as it affects Europe as a whole. In accordance with the Commission's resolution of January, 1931, the Icelandic, Turkish and Soviet Governments took part in the discussion of this item. These three States were represented by M. Bjoernsson (Iceland), Tewfik Rouchdy Bey (Turkey), and M. Litvinoff (Union of Socialist Soviet Republics).

In the course of the discussion, statements were made by the President, M. Curtius (Germany), M. Grandi (Italy), M. Francois-Poncet (France), M. Schober (Austria), M. Litvinoff (U.S.S.R.), M. Hymans (Belgium), Baron Ramel (Sweden), Tewfik Rouchdy Bey (Turkey), M. Beelaerts van Blokland (Netherlands), M. Munch (Denmark), Mr. Henderson (British Empire), M. Bjoernsson (Iceland), M. Zaleski (Poland), M. Benes (Czechoslovakia), M. Michalakopoulos (Greece), M. Marinkovitch (Yugoslavia), and M. Titulesco (Roumania).

In conclusion, the Commission, on the proposal of Mr. Henderson, appointed a Sub-Committee on Procedure and Drafting to report on the methods to be adopted for the establishment of definite and practical proposals in the light of the various suggestions submitted. This Sub-Committee comprised representatives of Austria, Belgium, Great Britain, Czechoslovakia, France, Germany, Greece, Hungary, Italy, Poland, Roumania, Spain, Sweden, Switzerland, Turkey, Union of Socialist Soviet Republics, and Yugoslavia.

The only question considered by the Commission without previous reference to the Sub-Committee was that of the creation of the International Agricultural Mortgage Credit Company. A statement on the drafts prepared by the Financial Committee was made by

M. Francois-Poncet, who presided at the April meeting of the Agricultural Credits Sub-Committee of the Commission. The Turkish, Soviet, Polish, Roumanian, Italian, Yugoslav, Greek, Bulgarian, Czechoslovak, Hungarian, Estonian, Latvian, French, British, Swiss, German, Netherlands, Luxemburg, Belgian, and Swedish delegates stated their Governments' views as regards the scheme which was finally approved. The Commission recommended that Geneva should be chosen as the seat of the company. A committee of representatives of Switzerland, France, Great Britain, and the Chairman of the Financial Committee, M. Suvitch (Italy), was instructed to settle certain questions of procedure and taxation.

The drafts were ratified by the Council and opened for signature at the final meeting of the Commission of Inquiry.

The Sub-Committee for Procedure and Drafting presented to the plenary Commission a series of draft resolutions. By the first resolution, the Commission of Inquiry for European Union appoints an economic co-ordination Sub-Committee which includes representatives of all the States Members of the Commission. This body will meet at Geneva on July 6th, 1931, its mandate being to co-ordinate and, where necessary, to amplify, the conclusions submitted to it after the special meetings referred to below. Its competence will not necessarily be limited to the questions dealt with at this meeting. On the contrary, the economic sphere with which it will deal would be conceived on the widest lines. It will therefore be free to make to the Commission of Inquiry any proposals on economic questions that it may think fit.

In the second resolution, the Sub-Committee suggests that the Committee studying the problem of the export of future harvest surpluses of cereals, which met in Paris from February 26th to 28th, should meet again at Geneva on June 10th to consider proposals made by various delegations concerning agricultural problems, with due reference to the resolutions of the Rome and London Conferences. This Committee will be enlarged by the addition of delegates from Hungary, Poland, Roumania, and Turkey and the Soviet Union. It may, if it thinks fit, get into touch with the oversea wheat exporting countries which took part in the Rome and London Conferences. Further, the Commission expresses the desire to be kept informed of the progress of the work of the International Institute of Agriculture regarding the establishment of an international organisation for short-term agricultural credit. It considers that that work would be facilitated.



by the co-operation of the League Financial and Economic Organisations.

By the third resolution, the Commission recommends the pursuance of tariff negotiations and, at the same time, consideration of the desirability of extending and developing international economic agreements. It requests the Council to convene a meeting when it thinks fit and, after consulting the Economic Committee and the President of the Conference for Co-ordinated Economic Action, to take steps for the application of the principles formulated in the Commercial Convention. It would, at the same time, recommend European States to conform, as far as possible, to the principles laid down in the Convention. States are invited to continue the commercial negotiations entered into by agreement between the British and other Governments. Finally, on June 24th, a Committee of highly qualified economic experts would meet at Geneva to examine all means calculated to bring about closer and more profitable co-operation between the different countries with a view to the improvement of the organisation of production and trade in the interests of all concerned. These experts, ten in number, one for each State, will be appointed by the Belgian, British, Czechoslovak, French, German, Italian, Netherlands, Polish, Swedish, and Soviet Governments. The Committee will be authorised to secure the assistance of industrial experts with special knowledge of the question of international economic credits.

By the fourth resolution, the Commission notes a statement of the Austrian representative that his Government proposes, if necessary, to submit suggestions concerning the problems peculiar to Austria to the special Committees constituted by the Commission of Inquiry.

In the fifth resolution, the Commission expresses itself in favour of an effective policy of financial co-operation, more especially in the matter of long-term credits, and asks the Council to appoint a small committee of five members, consisting of Government representatives, to consider, in conjunction with the delegation of the Financial Committee, what practical steps could be taken to facilitate the issue of State loans of an international character by more active intervention on the part of the latter. This Committee's attention will be drawn to the value of the inquiries undertaken by the International Labour Office with a view to relieving unemployment by means of important public works.

By the sixth resolution, the Commission decides that Governments not represented on the Special Committees may submit memoranda

or proposals and may, if necessary, delegate a representative to support them.

The seventh resolution states that the establishment "of a preferential agricultural régime would have the effect of ensuring, in the abnormal circumstances now prevailing, prices which would afford a better return for the Central and Eastern European grain exporters.

The Committee meeting on June 10th may, if necessary, be entrusted with the task of ensuring the regular application of an exceptional régime of this nature. The Commission specifies that the particular facilities in question, designed to meet the difficulties of the present situation, would be granted only as an exceptional and temporary measure and subject to the interests of third States. Concessions which may be made in compensation should not be of a preferential character. The question of the extension of special facilities to agricultural products other than grain is included in the agenda of the Co-ordination Sub-Committee.

The eighth resolution instructs the Co-ordination Sub-Committee to study the conclusions which the Economic Committee might reach at its next session in regard to the problem of the trade in and transit of livestock.

The ninth resolution constitutes a Sub-Committee of six members to study unemployment questions, in agreement with six members of the Governing Body of the International Labour Office. The six States represented are Austria, Great Britain, Czechoslovakia, Denmark, Germany, and Yugoslavia.

The tenth and eleventh resolutions concern the transport and transit of electric power and customs exemption for liquid fuel, which the Council is asked to refer to the Transit Organisation.

By the twelfth resolution, the Council is requested to invite the Commission of Experts framing a draft unified nomenclature to expedite its work in order that its conclusions may be submitted to the next Assembly.

By the thirteenth and final resolution, the Commission, considering that a system of co-operation between European States is inconceivable unless the nationals and undertakings of one State receive in the territory of others equitable treatment approaching as nearly as possible that accorded to nationals of the State concerned, invites its Members to give their whole attention, in a spirit of genuine international co-operation, to the various problems raised by the draft Convention on the Treatment of Foreigners.

During the discussion the British, Danish, Swedish, Soviet and Norwegian representatives made reservations concerning the resolution

on the eventual establishment of a preferential customs régime. The report as a whole, submitted by M. Motta (Switzerland), was, nevertheless, unanimously approved.

M. Litvinoff had deposited a draft Protocol containing an economic pact of non-aggression. After statements by the British, Turkish, German and Lithuanian representatives and

the President of the Commission, it was decided to refer this document to the Co-ordination Sub-Committee.

The next session of the Commission will open on September 3rd.

After a statement by M. Francois Poncet on the work of the Commission of Inquiry, the Council noted the resolutions adopted.

#### IV.—AGRICULTURAL CREDITS.\*

The scheme for the foundation of an International Agricultural Mortgage Credit Company, embodied in a draft convention, charter and statutes prepared by the Financial Committee, was approved by the Council, in the light of reports from the Commission of Inquiry for European Union and the Financial Committee. The Convention creating the Company was signed on May 21st, at a meeting of the European Commission. The first signatories were Belgium, Bulgaria, Czechoslovakia, Estonia, France, Germany, Greece, Hungary, Italy, Latvia, Luxemburg, Poland, Portugal, Roumania, Switzerland, and Yugoslavia. The Convention will remain open for signature until September 30th, 1931.

The seat of the Company is at Geneva. The functions devolving upon the Council under the Statute of the new organisation are the appointment of the president and vice-president; the appointment of two directors in the event of the Bank for International Settlements and the International Institute of Agriculture failing to do so; the selection of the body by whom the auditor should be appointed, and the appointment of the Organisation Committee. The annual report of the Board of Directors and the auditor's report will be transmitted to the Council.

The Organisation Committee was appointed by the Council as follows:

Dr. Bachmann, President of the Swiss National Bank.

Dr. Kissler, Director of the *Deutsche Rentenbank-Kreditanstalt*.

Professor Mlynarski, former Vice-Governor of the Bank of Poland.

M. di Nola, Director-General of the "Istituto italiano de Credito Fondiario."

Dr. Vilém Pospisil, Governor of the National Bank of Czechoslovakia.

M. E. Regard, Vice-Governor of the *Crédit Foncier de France*.

M. van Rijn, member of the Permanent Committee of the International Institute of Agriculture.

M. Oscar Rydbeck, Director of the *Skandinaviska Kreditaktiebolaget*.†

Sir Henry Strakosch, G.B.E., Chairman of the Union Corporation, Ltd., London.§

The major functions of the Organisation Committee are: (a) The organisation of the Company and the adoption of measures preparatory to its operation; (b) the placing of "A" shares; (c) the appointment of certain members of the first Board of Directors; (d) the adoption of such measures as it may deem appropriate with a view to accelerating the reform of mortgage legislation in countries desiring to undertake such reform.

As regards the last point, the Financial Committee submitted a note on the essential principles of mortgage legislation, to which the Council drew the special attention of Governments which propose to reform their existing laws on the subject.

#### V.—ARBITRATION, SECURITY, REDUCTION OF ARMAMENTS.

##### 1. REDUCTION OF ARMAMENTS.†

The position as regards the preparatory work for the General Disarmament Conference was considered by the Council at several meetings of its sixty-third session. At its January session, it will be remembered, the Council fixed the Conference for February 2nd, 1932,

and selected Geneva as the seat of the Conference, provided the report to be submitted by the Secretary-General in May were such as to convince it that this town was in a position to offer all the requisite facilities.

On the report of the Spanish representative, and after a statement by the Secretary-General

\* Rapporteur: the Norwegian representative, See Monthly Summary, Vol. XI., No. 4, p. 98.

† Rapporteur: the Spanish representative.

‡ Replacing M. Ter Meulen, unable to accept the appointment.

§ Replacing, during his absence in Brazil, Sir Otto Niemeyer.

to the effect that the conditions laid down by the Council for the choice of Geneva as seat of the Conference had been satisfactorily fulfilled,\* the Council unanimously selected Geneva as the meeting place of the Conference. It unanimously appointed Mr. Henderson (British Empire) President of the Conference.

It decided to invite all States Members of the League, and the following non-Member States : Afghanistan, Brazil, Costa-Rica, Ecuador, Egypt, Mexico, Turkey, the United States of America, and the Union of Socialist Soviet Republics.

As regards the material arrangements for the Conference, the Council expressed its preference for the construction of a building at the northern end of the Secretariat.

A debate took place on the particulars to be obtained from Governments regarding the position of their armaments mentioned in paragraph 7 of the resolution of January 24th. The rapporteur recalled that the British Government, in a letter dated March 12th, had expressed the opinion that the information furnished by each Government should be supplied on a uniform model. As a basis it proposed to take the tables contained in the draft convention elaborated by the Preparatory Commission. The German Government also desired that the information should be established according to a uniform model, and submitted to the Secretariat very detailed model tables, which included data on material in service and in stock and on trained reserves. The Danish Government approved the British suggestion; the French Government expressed its agreement in principle, its acceptance being subject to reservations based on the difficulties which Governments might have in furnishing, before the Conference, certain information covered by the draft Convention, and on the fact that the uniformity of the framework was not in itself sufficient as a basis for comparing the armaments of the different countries. The Soviet Government had expressed the opinion that the collection of information regarding the position of armaments appeared to overstep the bounds of purely technical preparation for the Conference. It forwarded, however, data for submission to the Conference.

Mr. Henderson (British Empire) explained why he regarded the British proposal as the most practical. The German tables, had, he said, been worked out with great care and thoroughness, but it seemed to him better to

take the tables of the Preparatory Commission than to reopen the discussion on this subject.

The President, speaking as German representative, explained that, in his view, the questionnaire should include all the essential factors of armaments, in particular documentation concerning existing material both in actual use and in depot, and trained reserves.

M. Briand considered the German proposal as very detailed, but as containing certain indications which were incompatible with the principles laid down during the Preparatory Commission's discussions.

M. Zaleski (Poland) said that his country was prepared to support the British proposal, if applied in the light of the observations submitted by the French Government.

M. Grandi (Italy) emphasised the importance of the simultaneous submission of information. The German tables, he said, contained certain features of which the Italian Government approved, but from a purely practical point of view he would accept the British proposal.

M. Yoshizawa (Japan) stated his Government's view that three principles—uniformity, universality and simultaneity—should be emphasised, in particular the second and the third. To achieve universality, it was necessary to avoid excessive rigidity and to leave each country free to interpret the Council's January resolution in accordance with its conscience.

M. Marinkovitch (Yugoslavia) concurred in the idea of the British proposal, emphasising that the Conference should not take the present position of armaments as its point of departure.

In conclusion, the rapporteur proposed that the Council should accept the British proposal. In his opinion, the Governments invited to the Conference should forward their information to the Secretary-General before September 15th. The information thus received would be circulated by the Secretary-General, after consulting the President, to those Governments which had furnished the particulars requested in compliance with the Council's recommendation.

At the suggestion of Mr. Henderson, the rapporteur proposed that Governments should be invited to fill in the model statements included in the report of the Committee of Budget Experts.

M. Yoshizawa accepted the report, saying that for his country, on account of its geographical situation, there might be some delay in submitting the information.

Dr. Curtius stated his view that the Conference required full information concerning the existing armaments. He could not accept the report, which took so little account of the principle underlying Article 8 of the Covenant. In

\* The Spanish representative, M. Lerroux, withdrew Barcelona's request to be considered as a candidate for the seat of the Conference.

order not to prevent the unanimous adoption of the report, he would abstain from voting.

After observations from the Norwegian, Irish, and British representatives (the two first supported the British proposal, while stating that they had in principle no objection against the German proposal; Mr. Henderson recalled that the right of the Conference to call for further information was not restricted), the proposal of the rapporteur was adopted.

The Council instructed the Secretary-General to publish a special edition of the Armaments Year-Book just before the Conference.

A further question with which the Council had to deal, at the request of the German Government, was the preparation of an agreement for the publication of information on civil aviation. The German Government explained that civil aviation, a means of communication used solely for pacific purposes, should not be dealt with in a convention of a purely military character like the Convention on the limitation of armaments. This connection was, however, maintained under Article 37 of the Convention established by the Preparatory Commission. The German Government was in favour of the publication by all States of the information mentioned in Article 37, but considered that this obligation should form the subject of a special agreement. Following an exchange of views between the delegations concerned, the Council, on the proposal of the rapporteur, decided to collect information on publicity for civil aviation without having recourse to a Commission.

It accordingly invited the Secretary-General to approach the Governments invited to the Conference, through the agency of the Transit Organisation, and to proceed to a systematic study of the existing position as regards the publication of information on civil aviation. On this basis, the Transit Organisation will establish for the Conference a list of the provisions in force regarding the exchange of information on non-military aviation.

Another question before this session was the convocation of the Special Commission instructed to frame a draft convention for the supervision of private manufacture and publicity of the manufacture of war material.

At its January session the Council asked the Chairman of this Commission to summon that body as soon as the Committee of Budget Experts should have finished its work. This procedure was based on the hope that the Committee would be able, in conformity with Article 33 of the draft convention, to recommend a detailed method of publicity by categories of material. The Committee of Budget

Experts finished its work on February 28th, but found itself unable to recommend such a detailed method of publicity. In these circumstances, the Council asked the Chairman of the Special Commission to defer summoning that Commission until after the settlement of the question of publicity by the General Disarmament Conference.

On this occasion, the British representative emphasised the necessity of securing a greater number of ratifications for the Convention on the Supervision of the International Trade in Arms and War Material.

The Persian representative said that his country fully accepted the principle on which that Convention was based, but could not adhere to it unless certain changes were made in the text, so as to safeguard his country's interests.

## 2. IMPROVEMENT OF MEANS OF PREVENTING WAR.

The Special Committee appointed by the Council on January 23rd, 1931, to frame a draft general convention to improve means of preventing war met at Geneva from May 11th to 15th.

There were present: Viscount Cecil of Chelwood (Great Britain), M. Massigli (France), Dr. Göppert (Germany), M. Politis (Greece), M. Matos (Guatemala), General de Marinis (Italy), M. Ito (Japan), M. Rutgers (Netherlands), M. Lange (Norway), M. Sokal (Poland), M. Lopez Olivan (Spain), and M. Choumenkovitch (Yugoslavia).

M. Politis was appointed Chairman, and M. Lange, rapporteur.

The work on the question of conservatory measures for the prevention of war is the outcome of a suggestion submitted in 1928 by the German delegation to the Arbitration and Security Committee. That Committee prepared a model treaty, which the Assembly recommended to States for their examination.

In 1929, on the proposal of the British delegation, the Assembly asked the Arbitration and Security Committee to consider the possibility of establishing a draft general convention on the broad lines of the model treaty. A preliminary draft was drawn up by the Committee in 1930, but, as it proved impossible to reconcile two main currents of opinion, the essential articles of the draft were submitted in the form of alternative texts.

A study of the preliminary draft led the 1930 Assembly to express the view that the existing differences of opinion showed a tendency to become less marked. It accordingly asked

the Council to appoint a Special Committee to pursue the study of the question.

The Special Committee was to endeavour to reconcile the various views put forward, and to draw up a single text which should constitute an improvement as regards the powers which the present provisions of the Covenant conferred upon the Council in respect of conservatory measures.

The Special Committee took as a basis for its discussions the preliminary draft of the Arbitration and Security Committee, the conclusions drawn up by the Third Assembly Committee after studying the preliminary draft, and the observations of a certain number of Governments.

It succeeded in drawing up a draft general convention embodying the following principles :

(1) When a dispute is submitted, the Council can prescribe military and non-military conservatory measures. The military conservatory measures will only apply in the case of threat of war. In the case of war, the provisions of the Covenant are regarded as sufficient.

(2) Subject to conditions laid down in the Convention, the Council can arrange for the supervision of the execution of military conservatory measures. Should these measures be violated, the Council could consider means of ensuring the execution of the Convention. If war broke out as a consequence of such violation, the parties to the Convention would regard the violation as *prima facie* evidence that the guilty party had resorted to war within the meaning of Article 16 of the Covenant.

(3) The Council's decisions and recommendations must be taken by unanimous vote ; that of the parties to the dispute will not be counted.

(4) The Convention does not restrict the powers conferred upon the Council by the Covenant.

By Article 1, the parties to a dispute undertake to accept and apply the conservatory measures of a non-military nature relating to the substance of the dispute which the Council may recommend with a view to preventing its aggravation.

Article 2 embodies the parties' obligation to apply without delay with such measures as the Council, in the event of a threat of war, may prescribe to ensure the withdrawal of the

land or naval forces of that party which has entered the territory or territorial waters of another contracting party or a zone demilitarised by international treaty.

The Council further has the right to fix lines which must not be passed by the land, naval, or air forces and, where necessary in order to avoid incidents, by the civil aircraft of the parties.

For fixing such lines, the Committee proposed the following procedure : the Council will endeavour to fix the lines, in common agreement with the parties to the dispute ; failing such agreement, it will fix them with the consent of the party whose forces are affected, provided always that this does not involve withdrawal of the forces further back than the interior lines of the defence organisations existing on the frontier, or the abandonment of any other work, position or line of communication essential to the security or the supplies of the party concerned. The Council will itself determine the time-limit for the fixing of the lines.

Article 3 provides that the Council shall appoint commissioners to verify the execution of the conservatory measures of a military character recommended. The commissioners will be appointed by the Council if it thinks fit, or, subject to certain conditions, at the request of a party. Their mission will be strictly confined to the inspection of the lines in order to verify the withdrawal of the forces. The rules for the composition and working of these commissions of control will be prepared by the competent League Organisation.

The draft Convention provides that the parties shall ensure by means at their disposal such publicity as the Council may recommend for its proceedings, decisions, and recommendations.

The Polish delegation proposed that the Assembly might further study means of coping with the danger which, in the event of an international crisis, might arise from aggressive propaganda against a foreign Power, and publicity given in the press to inaccurate or tendentious information.

The draft Convention will be considered at next Assembly. The Council drew the special attention of States Members to the desirability of giving their delegates powers to sign the Convention should it be approved by the Assembly.

## VI.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### I. CONVOCACTION OF THE TWELFTH ASSEMBLY.

The Acting President of the Council has summoned the twelfth Assembly of the League of Nations to meet at Geneva on Monday, September 7th, 1931, at 10.30 a.m.

The provisional agenda of the twelfth Assembly includes the following items : the report of the Secretary-General on the work of the League since last Assembly, the report of the Commission of Inquiry for European Union,

the report of the Special Committee for drawing up a general convention to improve means of preventing war, the codification of international law, the consideration of the procedure to be followed in the case of conventions negotiated under the League's auspices, the amendment of the Covenant to bring it into harmony with the Paris Pact, the proposal of the Finnish Government to give the Permanent Court of International Justice jurisdiction as a tribunal of appeal in respect of arbitral tribunals; the reports of the Technical Organisations (the Economic and Financial Organisation, the Transit Organisation, the Health Organisation); reports from the Advisory Opium Committee, the Committee for the Protection and Welfare of Children and Young People, and the Committee on Intellectual Co-operation; reports on slavery, penal administration, the International Nansen Office for Refugees; and a certain number of administrative questions such as the organisation of the Secretariat, the reports of the Supervisory Commission, etc.

The Assembly will elect, concurrently with the Council, three non-permanent Members to succeed Spain, Persia, and Venezuela, whose term of office expires in 1931. Spain, it will be remembered, was authorised to stand for re-election in 1931.

## 2. INTERNATIONAL ENGAGEMENTS.

### (a) *Ratification of Agreements and Conventions concluded under the League's auspices.\**

The position as regards the ratification of Agreements and Conventions concluded under the League's auspices was considered by the Council on May 21st.

The Council noted that the Secretary-General had instituted the inquiry prescribed by the eleventh Assembly with a view to furthering

the ratification of League Conventions.† It also noted the eleventh list of ratifications prepared by the Secretary-General.

### (b) *General Act for the Pacific Settlement of Disputes.*

At the Council meeting of May 21st, the British, French and Indian representatives deposited the instrument of the accession of their respective Governments to the General Act for the Pacific Settlement of Disputes. Mr. Henderson announced that the Australian and New Zealand Governments had also decided to accede to the General Act, and had requested him to deposit instruments of accession on their behalf.

The Italian representative said that the Italian Chamber of Deputies had voted a law authorising accession to the Act. As soon as the Senate had approved the law, which it would probably do very shortly, the Italian Government would carry out the formal act of accession.

The President of the Council, Dr. Curtius, said that the accession of several important countries to the General Act was an event of exceptional significance for the League. The problem of the pacific settlement of disputes was the main pillar of the whole edifice. The success of everything done at Geneva depended in the last instance upon the progressive realisation of that principle. Dr. Curtius hoped that this action would give a further stimulus to the development of arbitration, and that, by accession to the General Act or the conclusion of bilateral arbitration treaties, the Members of the League would continue to be bound to an ever greater extent by the obligation to settle by pacific means all disputes between them.

## VII.—THE TECHNICAL ORGANISATIONS.

### 1. TECHNICAL CO-OPERATION BETWEEN THE LEAGUE AND CHINA.

Chinese proposals to extend to other fields the technical co-operation which already exists between China and the League in the field of public health were approved by the Council on May 19th.

It will be recalled that the Council, in January, 1931, received a telegram from the Chinese Government expressing its appreciation of the prompt arrival of the Director of the Health Section, and inviting the Directors of the Economic and Financial Sections and of

the Transit Section to visit China in order to discuss the effect of the present world depression on China's economic activities, and problems of inland waterways and the reclaiming of land. The Chinese Government expressed the hope that, as a result of these preliminary consultations, practical co-operation with the other technical organs and experts of the League might be found feasible.‡

The Council accepted this invitation, and decided to render all possible assistance to

† See Monthly Summary, Vol. X., No. 9, p. 204, and Vol. XI., No. 2, p. 46.

‡ See Monthly Summary, Vol. XI., No. 1, p. 34

\* Rapporteur: the Italian representative.

China. The two Directors accordingly proceeded to China.

On April 25th the Chinese Government sent a further telegram referring to the conversations with the three Directors of the Technical Sections. It announced the constitution of a National Economic Council, and asked that the League Technical Organisations be continuously available for advice to the Government and the Economic Council in connection with the reconstruction plan.

At the Council meeting of May 19th, the Secretary-General submitted suggestions with regard to the procedure that might be adopted if the Council decided to accept the proposal. The Council approved the appointment, for a limited period, of an official competent to give information on the working of the Technical Organisations, and the manner in which they might be utilised by the Chinese Government. It was decided that one of the Directors of the Technical Sections should be authorised to pay a further visit to China. Proposals for collaboration would be transmitted by the Secretary-General to the Technical Organisations for action, subject to the approval of the Council, and the Secretary-General would refer to the Committee on Intellectual Co-operation questions relating to education and intercourse between intellectual centres in China and abroad, for action by the Institute of Intellectual Co-operation or by the International Educational Cinematographic Institute.

The British representative expressed his sympathy with the scheme. Mr. Henderson noted that the methods which had proved so successful in the field of public health were now to be adapted to other technical spheres, and that both the Chinese Government and the Council might hope for similar happy results. He congratulated the Chinese Government on the establishment of a National Economic Council, and the adoption of a general plan for national consolidation.

The Italian representative, M. Grandi, thought that the Chinese Government's action should receive general encouragement and assistance, because its success would depend to a large extent on its truly international and strictly technical character.

The Japanese representative, M. Yoshizawa, said that his Government was entirely in sympathy with the Chinese National Government's efforts to reorganise the country. He noted that the plan referred to work of a purely technical character.

The French representative, M. Briand, and the Venezuelan representative, M. Zumeta, also expressed their approval of the scheme.

The Chinese representative, M. Wu-Lien-Teh, thanked the Council for its cordial support of the plan for technical co-operation between the League and China. The co-operation already organised in the sphere of public health was now to be extended to other spheres of national reconstruction, and there could be no doubt that the assistance received from the League would be most useful, and appreciated by the whole Chinese nation.

The President of the Council, Dr. Curtius, expressed his satisfaction at the collaboration initiated between the League and China, and the hope that it would bear fruit not only for China, but for the world as a whole.

## 2. THE HEALTH ORGANISATION.

### (a) *Seventeenth Session of the Health Committee.*

The seventeenth session of the Health Committee was held at Geneva from May 4th to May 8th, under the presidency of Dr. Madsen (Danish).

The agenda included the following questions: assistance to Liberia in the field of public health; co-operation with the Chinese Government; work of the Leprosy Commission; consultations between the Bureau of the Health Committee and the Bolivian Director-General of Public Health regarding co-operation between the Health Organisation and the Bolivian Government; report of the Medical Director on the work of the Health Organisation since the last session of the Committee (October, 1930—May, 1931).

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At the beginning of the session the Chairman paid a tribute to the memory of Dr. Ascoli (Italian), late member of the Health Committee and Chairman of the Malaria Commission. Professor Lutrario recalled the services rendered the League by his distinguished compatriot.

The Committee decided to ask Dr. Bastianelli, professor of internal pathology at Rome University, to succeed Dr. Ascoli.

*Assistance to Liberia.*—The Committee approved the arrangements made by its Bureau regarding the nomination of a health expert who, at the request of the Liberian Government, will proceed to Liberia, together with two other experts appointed by the Council Committee (one for general administrative questions, the other for financial questions).\*

Dr. Mackenzie, who is a member of the Health Section, will leave for Liberia on June 3rd with his colleagues, M. Brunot and

\* See Monthly Summary, Vol. XI, No. 3, p. 93, and No. 4, p. 105.



M. Lighthart, and will visit in their company localities on the coast and in the interior.

*Co-operation between the Health Organisation and Various Governments: Co-operation with China.*—The Committee discussed the report of the Medical Director on his recent mission to China. Dr. Rajchman recalled that the plan approved in 1929 by the Chinese Government provided for the creation of a central field health station designed to become the nucleus of a national health service and of a first national hospital. It also provided for the transfer to the Health Ministry of the Quarantine Service which up to then depended upon the Finance Ministry, the constitution of a provincial health administration, the organisation of the campaign against smallpox and cholera at Shanghai, the reform of medical instruction. Dr. Rajchman added that the new national quarantine service had been functioning for nine months in Shanghai and for three months at Amoy, and was about to be extended to further ports; several Chinese health experts had left or were leaving for abroad to make a practical study of the maritime health services.

As regards the central field health station and the central hospital, Dr. Rajchman explained that the first had been organised and would be opened in a very short time.\* The staff would consist of well-trained and experienced medical men, and four foreign experts had been invited to join them. The primary object of the station was to improve health conditions at Nanking and in the surrounding country.

Dr. Rajchman further stated that the central hospital, which would be the first national hospital, had already been opened, and was rendering valuable services to the Nanking population. It might certainly be considered as a model institution.

As regards the anti-cholera campaign in Shanghai, Dr. Rajchman described the preventive measures which were being applied on a very large scale. The Municipal Public Health Bureau had proceeded to 400,000 inoculations. The Public Health Department of the International Concession and that of the French Concession had each proceeded to 60,000.

Dr. Rajchman drew attention to the numerous and tangible proofs of the importance which the Chinese Government attached to the reorganisation of its national health administration. The recent incorporation of the Health

Ministry with the Home Office, for reasons of economy, would not detract in any way from the execution of the scheme adopted by the Government, which was of opinion that a programme of public health must be an integral part of its national reconstruction scheme.

Dr. Rajchman added that the Government was anxious to remedy the inadequacy of the medical corps by reorganising medical instruction. He considered that it was greatly to the credit of the National Government to have drawn up and executed a national public health programme despite the great difficulties it had encountered as a result of the civil war.

Dr. Wu-Lien-Teh thanked the Health Organisation for its co-operation, stating that the present programme was only a beginning. Three million dollars had been reserved for the national health service; this sum might seem very little, but in reality its value was greater in China than in other countries, and it would enable important reforms to be executed.

On the proposal of Dr. Heng-Liu (Chinese) and Dr. Miyajima (Japanese), the Committee decided to appoint a Committee to study Chinese pharmaceutical products. This Committee will consist of delegates of the Chinese, Japanese and Indian national commissions, and of a certain number of experts from Europe and the United States. It will establish relations with institutes in various countries studying national pharmaceutical products, with a view to making a survey of present knowledge in this department, establishing a plan of international study, and facilitating the exchange of information.

The Committee further decided to forward to the Chinese Government a report by Professor K. Faber concerning medical instruction in China. Professor Faber distinguishes three essential points: (1) the necessity of setting up a central authority to centralise, co-ordinate, supervise, and direct the work of medical education and practice; (2) the necessity of imparting an essentially practical character to medical education; (3) the necessity of determining by trial the kind of school which experience shows to be best suited as a model to provide China with physicians qualified to carry out her health policy.

The Health Committee expressed its preference for a single type of modern school at which a minimum standard training would be given to a single type of physician. It realised the need for creating a corps of specialists, who would receive additional training.

*Co-operation with the Bolivian Government.*—

The Committee heard Dr. Bilbao, Bolivian Director of Public Health and official delegate,

\* During the session the Committee heard from the Chinese Government that the station had been opened on May 7th.



on a scheme for the reform of the Bolivian Health Service. Dr. Bilbao has been making a study tour in Europe, and has visited Austria, Germany, Greece, Hungary, Poland, Roumania, Czechoslovakia, and Yugoslavia. He explained that his Government contemplates: (1) the creation of a specialised public health service; (2) the training in Europe of a small cadre of health experts; (3) the reorganisation of the hospitals and the increase of the number of hospitals and doctors; (4) the organisation of courses for the training of health officers and visiting nurses; (5) the organisation of a service of epidemiological and sanitary intelligence; (6) the institution of an inquiry concerning the distribution of diseases in general and the most suitable methods of coping with them.

On his Government's behalf, Dr. Bilbao sought the assistance of the Health Organisation on the following points: (1) the training abroad of a certain number of public health officers who would constitute the cadre of the new Bolivian public health service; (2) a study of the distribution of diseases in the tropical and sub-tropical regions of Bolivia; and (3) the assistance of the Malaria Commission in a study of the local resources in respect of cinchona bark.

The Committee adopted these proposals, and decided to place an expert at the disposal of the Bolivian Government to continue the inquiries initiated by the first League mission in 1930.

*Rural Hygiene.*—The Committee heard Professor Pittaluga, Chairman of the Preparatory Committee for the European Conference on Rural Hygiene, on the work of that Committee. Professor Pittaluga recalled that the Preparatory Committee had established as follows the agenda of the Conference: (1) medical assistance in rural districts; (2) the health organisation of rural districts; (3) the technical sanitation of rural districts.

Explaining that rapporteurs had been appointed to report to the Conference on each of these problems, Professor Pittaluga said that the Preparatory Committee had suggested that the national delegations to the Conference should include medical specialists, sanitary engineers, agriculturists and experts in agricultural co-operation. He gave explanations regarding the rules of procedure of the Conference and the meetings of experts summoned by the Preparatory Committee to study various points of the agenda and thus to formulate an agreement of principle on the various problems.

*Epidemiological Intelligence.*—The Committee considered the work done during the past year by the Service of Epidemiological Intelligence and Public Health Statistics at Geneva and Singapore.

The Geneva Bureau has continued publishing its monthly epidemiological reports, which contain statistical tables of the principal infectious diseases, and its weekly reports, which contain the official communiqué of the *Office international d'Hygiène publique* and the latest information received at Singapore and Geneva.

The Eastern Bureau at Singapore recorded during the past year a marked improvement in the more serious epidemic diseases in far eastern ports. It extended its field of action by its liaison with the ports of Shanghai, Amoy and Bushire, and by arrangements for supplementary information by mail from Amoy, Macao, and Tanganyika Territory. It continued its co-ordination of research in respect of anti-cholera bacteriophage, tropical pneumonia, plague, 'oral vaccination against dysentery, and dry smallpox vaccine.

The Committee approved the draft budget of the Eastern Bureau for 1932. It emphasised the danger of a spread of yellow-fever in Eastern countries and noted with satisfaction the legislative measures adopted by three countries to prohibit the importation of the yellow-fever virus, even for experimental purposes.

*Serological Conference at Montevideo.*—The Health Committee heard Professor Jadassohn on the results of the Montevideo Serological Conference. Professor Jadassohn was appointed by the Health Committee to preside at this Conference, which had been organised by the Uruguayan Institute for the Prevention of Syphilis. He explained that experts from the Argentine Republic, Brazil, Chile, Uruguay, and Paraguay, and the authors of the serological methods which had produced the best results at the Laboratory Conferences summoned by the Health Organisation in Europe, had been invited, thanks to the generosity of the Uruguayan Government, to proceed at Montevideo to comparative studies concerning the value of the different methods employed. During the Conference 966 samples of serum and 200 samples of cerebro-spinal fluid were examined, while twelve different methods of serological diagnosis were prepared.

*Commission of Experts on Syphilis.*—Professor Jadassohn also described the progress made by the Committee of Experts on Syphilis. The experts had collected a large number of individual records in various countries in order to form an opinion with regard to the develop-

ment of syphilis under different methods of treatment. Professor Jadassohn described the first results of the examination of the records, and expressed the hope that, with these data, it would be possible to determine the minimum treatment to restrict, as far as possible, the number of relapses.

*Leprosy.*—The Committee considered the work of the Leprosy Conference at Bangkok (December, 1930) and of the Manila Conference organised by the Leonard Wood Memorial for the Eradication of Leprosy (January, 1931). On this occasion Professor Nocht, President of the Bangkok Conference, and Dr. Burnet, Secretary of the Leprosy Commission, described the results obtained by these two meetings, which to some extent created a new situation.

The Bangkok Conference defined the general principles of leprosy prophylaxis; the Montevideo Conference formulated technical conclusions and instructions. Both Conferences stressed the necessity for great uniformity in the study and treatment of the disease. Further effort, it would seem, should be directed towards this end, *i.e.*, towards standardisation.

Contact between leprologists would be promoted by the leprosy hand-book or year-book, the publication of which was recommended by the Montevideo Conference.

The Bangkok Conference, seconded by the Montevideo Conference, emphatically urged the importance of uniformity in clinical and statistical documents, clinical observations, individual records, reports, tables. Existing specimens should be obtained and compared, and uniform models established to be approved by experts and recommended for general use.

The standardisation of treatment (medicaments derived from chaulmoogra and methods of application) presents great difficulties.

The first step would be to institute methodical comparisons, as already done in a number of leprosy institutions. It would seem possible to collect information regarding the origin and preparation of chaulmoogra oils and esters, and to define the conditions for the success of the treatment.

After noting the results of the two Conferences and considering the report of the Leprosy Commission, the Health Committee approved the following conclusions:

Prophylaxis of leprosy is not a problem that admits of solution by the application of any one measure, since the means of dealing with it obviously vary with geographical, economic, administrative, financial, and social conditions, and with the incidence of the disease.

There is no reliable system of prophylaxis without treatment, and it is generally accepted that the earlier the treatment is instituted the better will be the results.

Leprosy resembles tuberculosis in being, in certain stages, a contagious but curable disease: curable at least in the sense that bacteriological examination becomes negative and other active signs disappear and remain absent permanently or for an undetermined period.

The prophylaxis of leprosy may be achieved by a system of medical, educative and legislative measures. It should provide for the isolation and treatment of infectious lepers and particularly for the treatment of early cases in clinics and dispensaries: also for the periodical examination of suspects. Special measures should be adopted for dealing with the children of lepers and for patients who have recovered either after treatment or spontaneously.

It is desirable that each country where leprosy exists to an important degree should have at least one centre for the study of the disease, with research laboratories and special courses for the medical profession and their assistants. Where this is not practicable, men should be sent to some foreign centre for training.

Arrangements should be made to include instruction in leprosy in the curriculum of all medical schools and colleges.

It is necessary to educate the public in regard to leprosy by modern methods of popular teaching and propaganda.

Isolation of infectious lepers is a necessary measure in a comprehensive campaign against leprosy, but it cannot be regarded *per se* as the sole means of prophylaxis. Its drawbacks can be mitigated by other measures applied concurrently. Isolation should be applied only to cases that are considered infectious.

Any form of treatment in order to give satisfactory results requires to be combined with suitable dietetic and general hygienic conditions.

For special treatment, oils of the chaulmoogra group and their esters and soaps are recommended.

The system of prophylaxis must be animated by the spirit of preventive medicine and social hygiene."

*The Opium Commission of the Health Organisation.*—The Health Committee considered the report of its Opium Commission, which had been studying the application of Articles 8 and 10 of the Geneva Convention, and of the draft Convention on the limitation of drug manufacture.

It decided to forward to the *Office international d'Hygiène publique*, for its opinion and report, the observations of the British Government concerning anti-opium tablets and sterilised solutions of morphine, eucodal and atropine conditionally exempted from Article 8 of the Convention by a decision of the Health Committee dated October 7th, 1930. The Committee considered that preparations containing acetylo-demetilo-dihydrothebaine should be brought under the Convention, in pursuance of Article 10. This measure should be taken whatever their content in this substance or its salts.

The Committee approved the programme of research prepared by the experts studying a

standard method for measuring the morphine content of raw opium. At the request of the Secretary-General it considered the possible consequence of the adoption of the scheme for the limitation of drug manufacture. It expressed the view that the Health Organisation should be represented on the body which would be created under the scheme to examine the estimates of the various Governments of their drug requirements, and, if necessary, to fix estimates for countries which had not furnished them.

The Committee thought that the Limitation Convention should contain a provision whereby any products which might subsequently be pronounced habit-forming might, by the application of Article 10 of the Geneva Convention, be subjected to limitation. Further, all derivatives of morphine not coming under the Geneva Convention should be subjected to the measures of control provided in Article 6 of the Convention for their manufacture, import, export, and wholesale distribution, and in Articles 12, 13 and 18, which regulate the application of the system of certificates.

On the report of Dr. P. Wolff, the Committee decided to set up a Commission to study methods of treating drug addicts, and (1) to instruct its Chairman to appoint the members; (2) to request that Commission, as its first task, to draw up a programme of work. The object of this work would be to bring to light the satisfactory results of modern methods of treating drug addicts, thus favouring the popularisation of these methods in all countries concerned.

*The Malaria Commission.*—The Committee adopted the report of the Chairman of the Malaria Commission, Dr. Lutrario. It noted the conclusions of the Sub-Committee of pharmacological and chemical experts on a new preparation of total alkaloids of cinchona, "totaquina." These conclusions will be included in the report to be forwarded to the sanitary administrations concerned, it will deal with the researches carried out under the auspices of the Commission in regard to secondary alkaloids and mixtures of the alkaloids of cinchona.

The Committee considered that the development of the anti-malaria campaign in Greece, which followed the principles and methods set out by the League Malaria Commission, would render possible closer co-operation between the Health Organisation and the Malaria Division of the Athens School of Hygiene, which has just organised its first courses.

The Health Committee recommended that the Malaria Commission should lend its technical assistance to the Bolivian Government with a

view to the organisation of the anti-malaria campaign in Bolivia.

*Penal Reform.*—Two reports had been submitted to the Health Committee, one from the Howard League for Penal Reform, the other from the International Prison Commission, for the study of points concerning the improvement of penal administration from the point of view of public health. The Committee considered a report from Dr. Woker, chief doctor of the German penitentiaries. In this document it was suggested that each prison should have a doctor who would treat both ordinary and infectious diseases, in particular venereal disease and tuberculosis, and that abnormal prisoners should undergo medical treatment. The report emphasised the necessity of paying attention to the bodily hygiene of prisoners and the general hygiene of their quarters. Before taking a decision, the Committee thought it necessary to learn the opinion of the various Governments.

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The session was attended by Professor Léon Bernard (France), Professor J. Bordet (Belgium), Sir George Buchanan (Great Britain), Dame Janet Campbell (Great Britain), Professor J. Cantacuzène (Roumania), Dr. W. Chodzko (Poland), Surgeon General Cumming (United States), Professor J. G. Fitzgerald (Canada), General J. D. Graham (India), Dr. C. Hamel (Germany), Professor J. Jadassohn (Germany), Professor N. M. J. Jitta (Netherlands), Professor Ricardo Jorge (Portugal), Dr. A. Lutrario (Italy), Dr. Th. Madsen (Denmark), Professor N. Miyajima (Japan), Professor G. Pittaluga (Spain), Professor J. Scoseria (Uruguay), Dr. A. Stampar (Yugoslavia), Dr. Tsurumi (Japan), Dr. O. Velghe (Belgium), and Dr. Wu-Lien-Teh (China).

#### (b) *Resolutions of the Council.\**

The Council considered the report of the Health Committee at its seventeenth session, and approved the conclusions adopted (see above). It appointed Professor Pittaluga as President of the Conference on Rural Hygiene, which will open at Geneva on June 29th, and asked that the members of the Preparatory Committee should be at the disposal of delegates during the Conference.

As regard the execution of plans for collaboration between the Health Organisation and the health services of various countries, the Council decided that the Commission to study Chinese pharmaceutical products, constituted at the request of the Chinese and Japanese authorities,

\* Rapporteur: the Irish representative.

should include American, European and Indian experts, as well as representatives of the national Chinese and Japanese Commissions.

It decided to forward to the Chinese Government the report of Dr. Faber on the reorganisation of medical instruction in China.

The Council authorised the Health Organisation to co-operate with the Bolivian Government in the reorganisation of its health service.

### (c) Rural Hygiene.

*The Preparatory Commission for the European Conference on Rural Hygiene* met at Geneva on May 1st and 2nd under the presidency of Professor G. Pittaluga, Director of the Madrid School of Hygiene and member of the League Health Committee. The Commission considered reports prepared by experts on questions of medical assistance and rural hygiene centres, and drew up the rules of procedure of the Conference on Rural Hygiene.

The meeting was attended by Professor Pittaluga, Director of the Madrid School of Hygiene (Chairman); Dr. Carriere, Director of the Swiss Federal Health Service; Dr. Chodzko, Director of the State School of Hygiene, Warsaw; Professor Fitzgerald, Director of the School of Hygiene and the Connaught Laboratories, Toronto; Dr. Hamel, President of the Health Ministry, Berlin; Mr. Heseltine, Assistant Secretary, British Ministry of Health; Professor Madsen, Director of the State Serological Institute, Copenhagen; Professor Parisot, Director of the Nancy Institute of Hygiene; Dr. Lutrario, former Director-General of the Italian Public Health Service; Dr. Stampar, Inspector-General, Ministry of Health, Belgrade; Professor Puntoni, representative of the International Institute of Agriculture, Rome; and Mr. Tixier, chief of the Social Insurance Service of the Research Division.

\* \* \*

*The Sub-Committee on Rural Sanitation* constituted by the Preparatory Commission for the European Conference on Rural Hygiene met at Geneva from May 13th to 15th. The Chair was taken by M. Vignerot, head of the Rural Sanitary Engineering Department of the French Ministry of Agriculture.

The Sub-Committee drew up a detailed report on the four points on its agenda, namely, the elimination of waste products (liquid and solid); the supply of drinking water; housing; agricultural improvements (drainage, land reclamation, etc.).

The experts emphasised certain essential measures for the execution of their technical recommendations, such as sanitary education and propaganda in rural districts, in particular

in primary schools; suitable laws whose efficacy would be guaranteed by strict application under technical control; the establishment of such control under the direction of the health authority; collaboration between the competent authorities and agricultural associations, as well as organisations concerned with rural sanitation, etc. The report will be submitted to the European Conference on Rural Hygiene, which is to meet in June.

The meeting was attended by M. Vignerot (Chairman), head of the Rural Sanitary Engineering Department of the French Ministry; M. Ludovic Bonamico, Chief Engineer of the Civil Engineering Bureau, Rome; Professor Bürger, *Landesanstalt für Wasserhygiene*, Berlin; Mr. J. F. Duncan, Secretary-General of the Scottish Farm Servants' Union; Professor Gotschlich, *Hygiene-Institut der Universität Heidelberg*; Mr. Hooper Dallas Chambers; M. Jordana, Chief Engineer of the Hydrographical Association of the Ebro; M. F. J. H. Krul, Chief of the Drinking Water Supply Office, The Hague; M. Van der Kaa, Inspector-General for Housing, The Hague; Mr. G. Onghene, Chief Engineer, Boerenbond, Louvain; Mr. M. Petrik, Chief of the Division of Sanitary Engineering, Institute of Hygiene, Zagreb; Mr. Alexander Szniolis, Chief Engineer, School of Public Health, Warsaw; Mr. O'Dwyer, Chief Inspector of Sanitary Engineering, Dublin.

### 3. THE ECONOMIC AND FINANCIAL ORGANISATION.

#### *Work of the Economic Committee.\**

The report on the thirty-fourth session of the Economic Committee was adopted by the Council on May 20th.

The Council noted that the Economic Committee had continued its inquiry into the interpretation and application of the most favoured nation clause. Four points especially were dealt with, *viz.*, customs quotas, anti-dumping duties, countervailing duties and their relations with the clause, similar products, and the nationality of goods. The Committee had also carried further the consideration of certain questions of customs administration, such as methods of applying specific tariffs, the customs treatment of samples, etc. It had entered upon the questions of appellations and marks of origin.

The inquiry into the agricultural depression was pursued by means of consultations between a delegation of the Economic Committee and experts from various countries. The Economic

\* Rapporteur: the German representative.

Committee, the Council noted, intended to publish the reports of the experts. The Council expressed the view that these important documents, which gave a world picture of the agricultural situation and would greatly help to enlighten public opinion, should be published as soon as possible before its next meeting.

Arrangements were made for forwarding to Governments three draft conventions on veterinary questions under consideration by the Committee. As soon as these conventions are finally drafted, Governments will be requested to say whether they think them suitable for submission to a Conference.

As regards the preliminary draft convention prepared by the Economic Committee on the regulation of whale fishing, the rapporteur expressed the view that it might be possible to place this question on the agenda of the next Assembly. The Assembly would consider the question of opening the Convention for signature.

*Appointment of a Corresponding Member of the Economic Committee.*—The Council appointed M. Rodolph Mickvitz, Head of the Treaties Section at the Estonian Ministry of Foreign Affairs, as corresponding member of the Economic Committee.

*Meeting of the Economic Consultative Committee.\**

In view of the fact that the character and value of the third meeting of the Economic Consultative Committee will largely depend on the work undertaken by the Commission of Inquiry for European Union, the Council postponed the third session of the Consultative Committee until next autumn, and extended its mandate until the end of this year. At its session of January, 1932, the Council will revise the position of the Committee.

*Commercial Convention of March 24th, 1930.\**

The position with regard to the putting into force of the Commercial Convention of March 24th, 1930, was considered by the Council on the basis of a report submitted by the President of the Conference for Concerted Economic Action, M. Colijn.

The question was also considered by the Commission of Inquiry for European Union. The Commission requested the Council, after taking the opinion of the Economic Committee and of the President of the Conference, to summon at a suitable moment a new meeting for the purpose of taking steps to put into force the principles formulated in the Convention.

The Council authorised the Secretary-General to make the necessary arrangements for summoning the new meeting at a suitable moment, and expressed its gratitude to M. Colijn for his devoted efforts in connection with the League's economic work, requesting him to be good enough to continue to lend it his valued co-operation.

*Unification of Cheque Law.†*

The work of the recent Conference for the Unification of Cheque Law was considered by the Council on May 20th. The Council expressed the view that the advance made was a very important one. It brought nearer the final goal which technicians had been at such pains to define, but which Governments had not hitherto been able to attain.

The Council noted that the Conference had concluded three Conventions on Cheques of exactly the same type as those relating to bills of exchange, namely (a) a Uniform Law on Cheques; (b) uniform rules for the settlement of certain conflicts of law; (c) rules for preventing the validity of cheques from being dependent on compliance with stamp regulations.

In its Final Act, the Conference on Cheques emphasised the importance of the periodical publication by the Secretariat of laws giving effect to the obligations assumed. The Council noted this recommendation, expressing the view that such a collection of laws would be very useful, and indeed necessary to keep merchants and jurists informed of the legislation and legal practice of countries introducing uniform laws on bills of exchange and cheques. The Secretary-General was accordingly instructed to examine the questions relating to this publication and to report to the Council in January, 1932.

*Work of the Committee of Statistical Experts.†*

The report on the first session of the Committee of Statistical Experts was approved by the Council on May 20th. The Council authorised the Secretary-General to communicate to all States Members of the League and the non-Member States represented at the Statistical Conference, or invited to accede to the Convention, the maximum list of statistical territories to be specified in external trade statistics and a list of commodities for the purpose of the experiment in recording trade statistics by countries which had been drawn up by the Committee.

In view of the highly technical character

\* Rapporteur: the German representative.

† Rapporteur: the German representative.

of certain problems referred to the Committee, the Council authorised it to appoint outside experts to its Sub-Committees.

#### *Customs Nomenclature.*

The fourteenth session of the Committee of Experts for the Unification of Customs Nomenclature was held at Geneva from April 16th to May 2nd, under the presidency of M. Fighiera, Director at the French Ministry for Trade and Industry.

The Experts terminated the nomenclature of sections XII., XVII. and XVIII. of the draft framework. Section XII. includes four chapters of the unified nomenclature—footwear, hats, umbrellas and sunshades, and other articles of fashion. Section XVII.—three chapters—deals with means of transport—railway rolling stock and railway and tramway material; cycles, automobiles and other vehicles; aircraft and watercraft. Section XVIII. concerns scientific and precision instruments: watch and clock-makers' wares; musical instruments (three chapters).

The Experts have still to finish sections XIX. (arms and ammunition) and XX. (miscellaneous goods and products not elsewhere included: wares of carved or moulded material; brush ware; games, toys, sporting requisites, wares of various materials, articles of personal use), and to revise section XI. (textiles) in the light of observations submitted by the interested circles and more particularly by the international wool and silk federations, of which a special deputation visited Geneva, headed by M. Fougere, President of the International Federation.

\* \* \*

The work of unification was begun in July, 1927, since when the Experts have held more than five hundred meetings and have finished the greater part of the work.

Of the twenty sections of the framework, those concerning agricultural products, foodstuffs, chemical products, metals, textiles, paper, leather, rubber, machinery, means of transport, scientific and precision instruments and apparatus are now terminated.

The work has encountered numerous difficulties, in view of the fact that the new nomenclature has not been established solely in view of the interest of a single country, but has had to meet the requirements of peoples with widely differing administrative practice, ideas, and interests.

The Experts have therefore had to reconcile the interests of purely agricultural countries, e.g., Denmark, and those of almost completely industrialised countries, like England. They

succeeded in solving the problem by introducing in the nomenclature a certain number of basic chapters representing key products which must figure in all tariffs, such as cereals, iron, cast iron and steel, acids.

Each of these principal chapters comprises several sub-heads. Thus, for frozen meat there is one principal chapter, but as there are different kinds of frozen meat (beef, mutton, and pork), this principal chapter, which is numbered, is divided into sub-heads (a), (b), and (c) for beef, mutton, and pork. These sub-heads can be broken up into further sub-divisions and so on. Items which are not essential can be maintained or suppressed in tariffs based on the uniform nomenclature.

The nomenclature is elastic and the number of principal chapters can be reduced or condensed; it can be extended and developed by increasing the number of sub-heads.

It will thus be an easy matter to refer to any article in a tariff because this article will figure in all nomenclatures under the same number. It will suffice to look it up in the nomenclature of one's own country and to refer to the same number of other tariffs. This is the characteristic feature of the new nomenclature.

#### *Work of the Financial Committee.\**

The Council noted the report on the forty-first session of the Financial Committee, which covered refugee work in Bulgaria and the monetary and financial situation in that country, the situation of the Bank of Greece, the Danzig Municipal Loan, and the work of the Gold Delegation. None of these questions called for any action on the part of the Council.

The Financial Committee submitted a separate report on the question of agricultural credits.†

#### *Suppression of Counterfeiting Currency.\**

The report of the first Conference of Central Offices for the Suppression of Counterfeiting Currency contained two recommendations demanding the special attention of the Council.

The first related to the organisation of a central international office for the suppression of counterfeiting currency. The Council was recommended to study the possibility of a convention on international co-operation between police forces and the establishment of an official police information bureau forming a link between the various police forces, with

\* Rapporteur: the Norwegian representative.  
† See Chapter IV.

the general object of ensuring more effective prevention and punishment of crime.

The second recommendation dealt with the question of extradition. In view of the difficulties experienced by the police, due to the lack of general rules concerning extradition, the Conference recommended that States whose laws contain no fundamental difference on any point of principle should conclude multilateral conventions for extradition and judicial co-operation in criminal cases.

The Council instructed the Secretary-General to approach Members of the League and States to which the Convention on the Suppression of Counterfeiting Currency had been communicated, in order to learn their views on these recommendations. The Council will consider what steps should be taken at a later meeting.

#### *Third Session of the Fiscal Committee.*

The third session of the Fiscal Committee opened on May 29th, at Geneva.

The Committee elected Professor Dorn, President of the Reichsfinanzhof at Munich, to succeed M. Borduge in the Chair.

The agenda included consideration of the results of the inquiry undertaken into rules for the apportionment of profits of undertakings operating in several countries, of measures to prevent the double taxation of international trusts and holding companies, of the fiscal clauses to be inserted in the draft convention on treatment of foreigners, and of the customs and fiscal charges applicable to newspapers.

The session was attended by Professor Dorn (Germany) (Chairman); Professor Th. S. Adams (American), assisted by Mr. Alvord and Mr. Ryan; M. Hans Blau (Swiss); Dr. Gino Bolaffi (Italian); M. Marcel Borduge (French); M. Ch. Clavier (Belgium); Professor Flores de Lemus (Spanish), assisted by Professor Vinuales; M. Mantzavinos (Greek); Dr. J. H. R. Sinninghe Damste (Dutch); Sir Percy Thompson (British); Mr. Robert Julliard (International Chamber of Commerce).

An account of the proceedings will be given in the next issue.

## VIII.—INTELLECTUAL CO-OPERATION AND INTERNATIONAL BUREAUX.

### I. INSTRUCTION OF YOUTH IN THE AIMS OF THE LEAGUE.\*

The Council appointed Mr. P. Seshadri, Professor of English Literature at Sanatana Dharma College, Cawnpore, and Secretary of the Inter-University Board of India, to succeed

\* Rapporteur: the French representative.

### 4. COMMUNICATIONS AND TRANSIT.

#### *Sixteenth Session of the Advisory Committee.*

The sixteenth session of the Advisory Committee for Communications and Transit opened at Geneva on May 28th. The acting Chairman, M. Herold (Switzerland) opened the session with a tribute to the memory of M. Enciso, late Argentine member of the Committee. He congratulated M. Guerrero (Salvador), M. Urrutia (Colombia), and M. van Eysinga (Netherlands), former members of the Committee, on their election to the Permanent Court of International Justice.

The Committee renewed its bureau, appointing as Chairman M. Sylvain Dreyfus (France), and as Vice-Chairmen M. Amador (Panama), and M. Grünebaum (Austria).

It then adopted its agenda, which includes the following questions: the territorial sea, transport rates for agricultural products, the adaptation of railway rates, the equipment of an aerodrome near the seat of the League, the unification of transport statistics, the international transport of newspapers, etc.

Other items are the preparation of the final programme of the Fourth General Transit Conference, which will meet at Geneva in October, and a report by the Director of the Transit Section on his recent mission to China.

The sixteenth session was attended by M. Dreyfus (France), M. Amador (Panama), M. Grünebaum (Austria), Sir John Baldwin (Great Britain), M. Djouritchitch (Yugoslavia), M. Feldmans (Latvia), M. Herold (Switzerland), M. Ito (Japan), M. Politis (Greece), M. Schlöngemann (Netherlands), M. Seeliger (Germany), M. Sinigaglia (Italy), M. Varasiri (Siam), M. de Vasconcellos (Portugal), and M. von Heidenstam (Sweden).

The International Chamber of Commerce is represented in an advisory capacity by M. Rague, M. Nordberg, Mr. Hill, and M. Holz, and the Central Commission for Rhine Navigation by M. Hostie.

An account of the proceedings will be published in the next number.

Mr. S. N. Chaturvedi on the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League.

### 2. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.†

The Council appointed M. Yoshida, Japanese

† Rapporteur: the Italian representative.

Ambassador at Rome, to succeed Dr. Nitobe on the Governing Body of the International Educational Cinematographic Institute.

### 3. APPLICATION FROM THE INTERNATIONAL EXHIBITIONS BUREAU.

On the report of the Venezuelan representative, the Council decided to comply with an application from the International Exhibitions Bureau to be placed under the direction of the League, in accordance with Article 24 of the Covenant.

This Bureau was set up in January, 1931, under the Convention relating to international exhibitions (Paris, November 22nd, 1928). This Convention regulates various questions relating to exhibitions—their character, duration, frequency, invitations, participation and co-operation of two countries in organising exhibitions of the same nature. The Convention,

which has been ratified by eleven Governments, came into force in January, 1931, and was registered with the Secretariat on January 17th, 1931.

Under Article 24 of the Covenant, and in accordance with the rules approved by the ninth Assembly, a public international organisation may be placed under the direction of the League, subject to certain conditions, namely, that it should be of international utility and that its functions should not overlap with those of any other organisation.

Up to the present five organisations have been granted this privilege, *viz.*, the International Bureau of Assistance to Foreigners, the International Hydrographic Bureau, the Central Office for the Control of the Trade in Spirituous Liquors in Africa, the International Air Navigation Committee, and the Nansen International Office for Refugees.

## IX.—ADMINISTRATIVE QUESTIONS.

### I. DANZIG.\*

#### (a) *Danzig-Polish Relations.*

The question of the relations between Poland and the Free City of Danzig was considered by the Council in the light of a special report from the League High Commissioner at Danzig, Count Manfredi Gravina.

The High Commissioner drew attention to the fact that the relations between Danzig and Poland had recently become very unsatisfactory. Since the autumn of 1930, certain incidents had given rise to complaints on the part of the Polish diplomatic representative to which the Senate had, in most cases, replied by disputing the Polish version.

The High Commissioner then described the events which had led the Polish representative to resign, and defined his own attitude in that connection. He expressed the view (1) that the crisis was not a crisis in relations between the League and the Free City, but essentially in relations between Danzig and Poland; (2) that the resignation of the Polish representative was to be regarded as a purely domestic matter for the Polish Government; and (3) that, in the circumstances, the High Commissioner was not called upon to take action under paragraph 1 of the Council resolution of June 22nd, 1921.†

Count Gravina gave an account of the measures taken by the Senate, which had been received with some satisfaction by the Poles, and, in his opinion, gave evidence of a desire to re-establish normal relations. It might, however, be questioned, he added, whether the measures would, in the present strained state of Danzig-Polish relations, prove sufficient to prevent further incidents.

The British representative, reporting on the question, said that he had examined the situation with the High Commissioner and the representatives of Poland and Danzig, and had sought with them means of remedying the situation and measures to prevent similar incidents in the future. The High Commissioner had expressed the view that his action might be more effective if his powers were more clearly defined. The rapporteur thought it desirable to point out that the High Commissioner's functions were at present three-fold. He had judicial functions, functions as a mediator and functions as representative of the League.

Regarding certain incidents which, in the words of the rapporteur, included "demonstrations openly directed against the Statute of the Free City," the Council unanimously expressed its disapproval of all such demonstrations or

\* Rapporteur: the British representative.

† This resolution read as follows:

"The Polish Government is specially fitted to ensure, if circumstances require it, and in the following conditions, the defence of Danzig by land, as well as the maintenance of Order on the

territory of the Free City in the event of the local police forces proving insufficient.

"With this object in view, the High Commissioner will, if occasion arises, request instructions from the Council of the League of Nations, and will, if he thinks fit, submit proposals."



acts, from whatever quarter they might come. The High Commissioner was instructed to make further representations to the Senate regarding the abuse of uniforms in the territory of the Free City.

The Polish representative observed that the question had been raised by the High Commissioner, and did not constitute a dispute between the Free City and Poland. As he was not sure that the measures proposed were likely to remedy the situation, he would refrain from voting.

M. Zaleski availed himself of the opportunity to thank the High Commissioner and to assure him of the Polish Government's entire confidence.

The representative of the Free City of Danzig, M. Ziehm, said that he would refrain from submitting detailed observations, as the Polish representative had not spoken at any length, but would reserve his right to comment on the question later, after an exchange of views had taken place. He expressed the entire confidence of the Free City in the High Commissioner.

On the report of the British representative, the Council made a pressing appeal to the parties to take the necessary action to re-establish a spirit of confidence and co-operation in the relations between Danzig and Poland, and to calm public opinion in both countries. It invited the High Commissioner to report to its next session.

Mr. Henderson stated that it was clear that conditions in Danzig could not be regarded as satisfactory. In such conditions it seemed to him that demonstrations by nationalist organisations on the territory of the Free City must involve serious risk. There was in the particular case of Danzig the added danger that incidents and breaches of the peace might affect seriously the relations between Poland and the Free City, and he would address an earnest appeal to the Senate of Danzig to consider whether, in the interests of the Free City itself, it should not take measures to avoid, so far as lay in its power, the possibility of disorder and disturbances.

The President expressed the Council's gratitude to the High Commissioner for having done all in his power to maintain normal relations between the Free City of Danzig and Poland. He thought it useful to state that, if satisfactory relations were to be restored, both States would have to show impartiality, both parties must abstain from any act of provocation and must make every possible effort to maintain peace in that part of Europe.\*

(b) *Treatment of Polish nationals and other Persons of Polish origin or speech at Danzig.*

Proposals from the High Commissioner concerning the question of the treatment of Polish nationals and other persons of Polish origin or speech at Danzig—submitted to him for decision—were considered by the Council on May 22nd on the basis of a letter from the High Commissioner drawing the Council's attention to the desirability of seeking the advisory opinion of the Permanent Court of International Justice on this matter. The High Commissioner annexed to his report memoranda from the Polish and Danzig Governments setting forth their views on the question.

On the report of the British representative, the Council decided to request the Permanent Court to give an opinion on the two following questions :

(1) Is the question of the treatment of Polish nationals and other persons of Polish origin or speech in the territory of the Free City of Danzig to be decided solely by reference to Article 104 (5) of the Treaty of Versailles, and Article 33, paragraph 1, of the Convention of Paris (and any other treaty provisions in force which may be applicable), or also by reference to the Constitution of the Free City; and is the Polish Government accordingly entitled to submit to the organs of the League of Nations, by the method provided for in Article 103 of the Treaty of Versailles and Article 39 of the Treaty of Paris, disputes concerning the application to the above-mentioned persons of the provisions of the Danzig Constitution and other laws of Danzig :

(2) What is the exact interpretation of Article 104 (5) of the Treaty of Versailles and of Article 33, paragraph 1, of the Convention of Paris, and, if the reply to Question 1 is in the affirmative, of the relevant provisions of the Constitution of the Free City ?

The Council requested the Polish and Danzig Governments to hold themselves at the disposal of the Court with a view to supplying it with all relative documents and explanations, and authorised the Secretary-General, if necessary, to make arrangements to be represented before the Court.

(c) *Appointment of the President of the Danzig Port and Waterways Board.*

The Council appointed M. Benziger to succeed Colonel de Loes as President of the Danzig Port and Waterways Board.†

final statement of the President, saying that he could not accept the text of this declaration. The President replied that he could not accept the protest as he was conscious of having acted in conformity with the duty which devolves on the Council and the President.

The Exchange of Notes was communicated to the Members of the Council and attached as an annex to the Minutes of the session.

† Under Article 19 of the Polish-Danzig Treaty of November 9th, 1920, the Danzig Port and Waterways Board is composed of an equal number

\* Subsequent to this discussion an Exchange of Letters took place between the President of the Council and the Polish representative.

The Polish representative protested against the

The appointment is made for a period of three years from the day on which the new President assumes his duties.

The Council expressed its appreciation of the services rendered by Colonel de Loes, who remained in office for six years.

(d) *Renewal of the Appointment of the High Commissioner.*

The Council renewed for three years, as from June 22nd, 1932, the term of office of Count Manfredi Gravina, High Commissioner of the League at Danzig.

(2) FORTY-FIFTH REPORT OF THE SAAR GOVERNING COMMISSION.

The forty-fifth report of the Saar Governing Commission describes the economic, social, political and administrative situation in the territory during the first quarter of 1931.

*Economic and Social Situation.*—The report gives numerical data on the production of coal, coke, cast-iron and steel, on cost of living and unemployment. The number of unemployed rose from 17,195 on January 7th to 20,435 on March 16th. Several industries were obliged to close down and dismiss their staff. The mines and important industrial works introduced unemployment days. To occupy the unemployed thirty-one communes received credits totalling 2,603,546 francs.

At the end of January, the State Mining Administration informed the labour syndicates that the situation of the French State Mines in the Saar and, in particular, the fall in the coal prices made it absolutely necessary to reduce wages. Following negotiations which took place in February, the miners' wages were reduced by 6.5 per cent. Employees' salaries will be reduced by 6 per cent. as from April 1st, 1931.

*Political Situation.*—The Advisory Council and the Technical Committee each held a plenary meeting in January, giving opinions on a number of decrees submitted to them.

The term of office of the Members of the Advisory Council expired on March 31st, 1931, and has been prolonged for one year. That of the Members of the Technical Committee (appointed for one year) has been prolonged until December 31st, 1931.

*Administrative Situation.*—After consulting the elected representatives of the population,

(not exceeding five) of Polish and Danzig Commissioners chosen by the Polish Government and the Free City. The President is chosen by agreement between the Polish Government and the Government of the Free City. Should no agreement be reached in the month after the going out of office of the former President, the Council is requested by the High Commissioner to appoint a President of Swiss nationality.

the Governing Commission prolonged for thirteen months its Housing Ordinance of June 28th, 1929. Following the departure of the Railway Defence Force, various buildings used for military purposes have become available and have been transformed into housing premises or public offices.

The Governing Commission approved the audited accounts for 1928, which show a surplus of 45,138,900 francs. This result is mainly due to an increase in customs revenue.

The general budget for 1931 is as follows :

	Francs.		
Revenue .. ..	522,730,094		
Expenditure .. ..	521,229,080		
Balance.. ..	1,431,014		

Expenditure shows an increase of eight millions compared with the preceding year. This increase is due to the sums reserved for the relief of the unemployed and social insurance payments. To balance the budget the Commission was obliged to appropriate the sum of 35,700,851 francs from the surplus of 1927.

In March, 1931, the assets of the Governing Commission amounted roughly to 180,285,000 francs, constituted by surpluses of previous years. Part of this sum is reserved for purposes of general utility; it is further necessary to subtract the appropriation made in 1931 (35,700,851 francs) and possibly a further sum of some millions, if the 1930 accounts show a deficit. The Governing Commission expresses the opinion that present circumstances justify its endeavours to constitute in prosperous years a reserve fund for periods of depression. This reserve has alone made it possible to avoid imposing new taxes at a moment when the general situation is affected by the economic depression.

As regards education, the Commission draws attention to an abnormal increase in the number of pupils in the secondary schools. To cope with this situation, which it considers as prejudicial both to the education and the future of the pupils, the Department of Education has imposed stricter conditions of admission to the secondary and middle schools. These measures are similar to those applied in Germany to prevent too many pupils attending the secondary schools and to direct primary school children towards the middle school and vocational training. For the same reason, the city of Saarbrück has founded a commercial school with a two years' course for young people aged from 14 to 16. The 1928 Ordinance on Vocational Training provided three years'

housekeeping courses for girls. Up to the present such instruction has been optional, but, in view of its success, various communes have asked that it should be compulsory. The Governing Commission has accordingly made a house-keeping course obligatory for girls leaving the primary schools on April 1st, 1931.

The Commission has forwarded to the Council a detailed report on the results of an inquiry into the situation of the primary schools of the French State Mines. In April, 1930, the Centre Party of the Advisory Council submitted to the Governing Commission a complaint concerning certain cases of compulsion regarding the entering of pupils for the primary schools of the State Mines. It was alleged that miners had been compelled by teachers or officials to enter their children for the State school by more or less definite threats of eviction or dismissal. On the other hand, the Governing Commission has received from the Mining Administration material including similar complaints against certain teachers, members of the clergy and municipal authorities alleged to have exercised pressure upon parents having entered their children for the State schools.

As a result of its inquiry, the Governing Commission expressed the view that there was nothing to show that the Mining Administration had directly or indirectly exercised pressure on miners to enter their children for the State school. On the contrary, it must be recognised that the Mining Administration has faithfully

conformed to the instructions of the Governing Commission of February 6th, 1925. The only question that might be raised is whether certain intermediate officials or teachers may not have disobeyed instructions. The Commission recalls that it is the duty of all mine employees to send their children to the public school or to the State school, and that this decision must not involve any prejudice to those concerned.

In the majority of cases it has been impossible to establish whether or not the complaint of the Mining Administration against the teachers is founded. Press reports show that the teaching corps and various members of the clergy are developing considerable activity in this respect. There are also numerous complaints against the relief departments of certain communes. Although, in general, it has been impossible to establish whether the complaints are founded, it is certain that acts have been committed which are contrary to the decision of the Governing Commission of February 6th, 1925.

The Commission realises that propaganda is being made for and against the State Schools, but is of opinion that it has neither the right nor the power to prohibit it. It asks those concerned to avoid any acts or words that might have a character or even a semblance of compulsion. The only factor that counts is the right of the parents to decide, and this factor must be respected by all.

## X.—PROTECTION OF MINORITIES.

### I. MINORITIES IN POLAND.

On May 14th the Polish Government forwarded to the Secretary-General the statement requested in the Council resolution of January 24th, 1931.\*

In the report which he laid before the Council on May 23rd, the rapporteur, M. Yoshizawa (Japan), recalled that, on January 21st, the Council had drawn a very clear distinction between attacks on the free exercise of electoral rights and attacks alleged to have been made on the persons and property of members of the minority.

As regards the attacks on the free exercise of electoral rights, no further action having been taken by the minority, the rapporteur proposed that the Council should maintain the attitude it adopted in January, and refrain for the moment from taking any decision on the substance of the information supplied.

The rapporteur then considered the distinction drawn in January between direct responsibility and indirect responsibility as regards attacks alleged to have been made on the person and property of members of the minority. As regards direct responsibility, he proposed that the Council should note the measures taken by the Polish Government, as set forth in the statement submitted. As for the indirect responsibility, he noted that the measures reported by the Polish Government did not include the one which "in the opinion of certain Members of the Council, would have afforded the most appropriate and effective means of severing such special bonds as might exist between the authorities and the Insurgents' Union." He added: "Whatever opinions we may severally hold on this particular point, I hope we shall be all agreed that there has been a real and definite relaxation of the tension and a very marked improvement in the relations between the authorities and the minority."

\* See Monthly Summary, Vol. XI., No. 1, p. 24.

The rapporteur gave several examples emphasising the importance of the fact that direct co-operation was being established between the authorities and the minority. He concluded :

"My experience as rapporteur on minority questions enables me to assert that most of the difficulties which have occurred in recent years in the Silesian Voivodie, and in which the Council has so frequently had to intervene, were due to the fact that such relations did not exist. The Council should therefore now consider its main object to be to secure, in the future, the permanence of normal relations between the Polish authorities and the German minority, and it can feel certain that the Polish Government, on its side, will not fail to take whatever action may be needed for the final consolidation of such a result. It is with these considerations in mind that I would propose that the Council now close its examination of this matter, taking note of the information supplied by the Polish Government, and expressing its conviction that the measures which the Polish Government has already taken, and will in future take, in pursuance of the discussions which took place at the January session, make a real advance in the effort designed—as the Representative of Great Britain said at our last session—to give permanent and successful shape to the system which it had been intended to set up by the Minority Treaty of 1919 and the Upper Silesian Treaty of 1922." On this occasion, the Council will doubtless desire to endorse the appeal which the Representative of Great Britain made to the majority and minority in Upper Silesia in his speech to the Council on January 24th last—an appeal to the majority to recognise that it was not in their true interests to suppress the rights of the minority, and an appeal to the minority to recognise that it was in their true interests to work loyally with the Government under which they live."

Dr. Curtius who, during this debate, was replaced by his predecessor, Mr. Henderson, in the Chair, said that, as the Polish Government's report had only been received in the course of the session, he had not had an opportunity of examining it as thoroughly as his responsibilities demanded. A rapid perusal raised many doubtful points, and it was impossible at the present stage definitely to ascertain whether the object of the Council's decision of January 24th—the restoration of confidence in Upper Silesia—had been attained. He therefore proposed that the discussion should be adjourned until September.

M. Sokal (Poland) said that he would accept the report of the Japanese representative without reservation and was entirely against the adjournment of the question. The Polish Government, he said, had faithfully carried out the Council's recommendations. The situation in Upper Silesia had once more become normal, and considerable progress had been made in co-operation between the minority and the majority of the population. He could not agree to an adjournment which, by leaving

the question open, might hinder the work of pacification begun in Upper Silesia.

The rapporteur said that he could not ask his colleagues to accept immediately a draft report regarding which a Member of the Council was unable to pronounce a final opinion.

The French representative, M. Francois-Poncet, recalled that Members of the Council had not always had four days in which to examine reports submitted to them. The rapporteur had noted very real progress in the relations between the authorities and the minority in Upper Silesia. He was certain that the necessary steps would be taken to confirm this progress. In these circumstances, the French representative considered that there were strong reasons for adopting the Japanese representative's report. The Members of the Council would, he thought, feel some anxiety if so delicate a question were left open indefinitely. It might, however, be pointed out that no Member of the Council would renounce its right, if necessary, to draw the Council's attention once more to the situation in Upper Silesia.

M. Marinkovitch (Yugoslavia) was in favour of the adoption of the report.

Dr. Curtius recalled that the Council had assumed "an immense burden of responsibility" in taking its decision in January. He drew attention to certain details in regard to which the Polish statement did not satisfy him. He concluded that an adjournment would not be detrimental to relations in Upper Silesia.

In reply, M. Sokal repeated that the Polish Government had faithfully carried out its undertakings. After observations concerning the procedure in minority questions, he expressed his regret that the German representative had not presented his request for adjournment when the Council was adopting its agenda. He was obliged to repeat that the adjournment might have the most undesirable consequences, and that, as regards co-operation between the minority and the majority—of which the effects had been apparent during the last few months—the fact that the question would remain open for several months longer might have unfortunate effects on the situation in Upper Silesia. He was bound to state that if incidents occurred, if, instead of friendly co-operation, further tension arose in the relations between the minority and the majority, these results would be due to the adjournment of the question.

In reply to this statement, Dr. Curtius assured the Polish representative that he had no intention of doing anything that might aggravate the situation in Upper Silesia.

M. Sokal again repeated that he could not agree to the adjournment. It was not, in the circumstances, merely a question of courtesy. The very grave responsibility of the Polish Government for the maintenance of order in that Polish province and the assurance of harmonious co-operation between the majority and the minority were at stake.

The Acting President, Mr. Henderson, then intervened, expressing his disappointment that there seemed no possibility of bringing this question to a close at the present session. Something, he thought, might be said in favour of Dr. Curtius's suggestion that there had not been adequate time to consider such a voluminous report. Personally, he was not in a position to satisfy himself that the statement of the Polish Government was such as to enable the Council to dismiss the question entirely from its agenda. He felt, however, bound to deprecate one statement made by the Polish representative—namely, that his Government would not accept any responsibility for consequences that might ensue from the adjournment of this matter. Speaking as Acting President of the Council, Mr. Henderson emphasised that the Polish Government could not rid itself of the responsibility. He was not sure that the medicine that had been applied since January, and which, as the report said, had produced an improvement would not, if applied until September, continue to produce that improvement.

The Council decided to adjourn this question until September.

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At the request of the Polish representative, the Council decided also to adjourn to its next session the question of the transfer to the minority schools in Upper Silesia of sixty children previously examined by M. Maurer. The Permanent Court of International Justice had delivered an opinion in favour of the transfer.

\* \* \*

The Council considered a petition from the Prince of Pless concerning the situation of his father's property in the Voivodie of Silesia.

The Polish delegation having informed the Council that the Polish Government had suspended until July 15th all measures of execution for the collection of the taxes in arrears, adding that the examination was being conducted with the utmost consideration for the interested party, the Council, on the report of the Japanese representative, decided to note this communication. It expressed the desire to be informed, before its next session,

of the results of the negotiations with the Prince of Pless.

On this occasion, Dr. Curtius expressed the hope that no change would be made in the legal position pending further discussion of the matter before the Council.

The Polish representative said that he could add nothing to his Government's written statement.

\* \* \*

*Petition from the Deutscher Volksbund concerning the Case of M. Paul Besuch of Czernica.*—At its January session the Council had postponed its examination of the question of the procedure concerning the communication by the Polish authorities to the President of the Upper Silesian Mixed Commission of certain documents relating to the petition of the *Deutscher Volksbund* of August 8th, 1930, concerning M. Paul Besuch.

The Permanent Polish delegate to the League of Nations informed the Council, by a letter dated May 4th, 1931, that the Polish Government had reached agreement with the President of the Mixed Commission upon a practical solution of the disputed question of procedure. On the proposal of the rapporteur, M. Yoshizawa (Japan), the Council withdrew the item from its final agenda and expressed its satisfaction at the agreement.

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## 2. PETITIONS CONCERNING THE SITUATION OF THE UKRAINIAN MINORITY IN POLAND.\*

A certain number of petitions concerning the situation of the Ukrainian minority in Poland, in particular one from the Ukrainian deputies and senators, are being examined by a Minorities Committee presided over by the Representative of Great Britain and of which the Representatives of Italy and Norway are members. The grave questions dealt with in the petitions have formed the subject of detailed examination by the Committee during the meetings which it held at Geneva during the Council session in January and in London in April. This examination has convinced the Committee that a solution of this question can only be found by a careful examination of the different factors involved. For this reason, and in order to be sure of appreciating the significance and scope of all the elements of the question submitted to it, the Committee has considered it desirable up till now to refrain from taking any decision on the substance of the matter.

The Committee held meetings on the 21st

\* Communiqué issued to the Press, in agreement with the Polish Government, by the Minorities Committee which is examining these Petitions.

and 22nd of May. During these meetings it took note of certain information communicated to it by the Representative of Poland according to which the Polish Government contemplated the possibility of reaching certain arrangements in order to liquidate the complaints set forth in the petitions in question. From the beginning of its examination the Committee has had the very clear impression that this matter would best be solved by an internal settlement being reached. In order not to preclude such a possibility, and in view of the information communicated to it by the Representative of Poland, the Committee considered that the proper course would be to resume its examination at a later meeting. The Committee earnestly trusts that the attitude taken by the Polish Government will meet with such a response on the part of the minority as may lead to a friendly settlement of the difficulty. The Committee considers such co-operation essential in order to obtain a pacification and

good relations between the two elements of the population.

## 2. MINORITIES IN ROUMANIA.†

Petitions from the representatives of the descendants of the members of the former Szekler (Hungarian) Frontier Guard Regiment were included in the Council agenda at the request of the Persian, British and Norwegian representatives, members of a Minorities Committee which had examined these petitions together with the observations of the Roumanian Government on the subject.

The Roumanian delegate informed the Council that his Government, in its desire to arrive at a friendly solution, had set up a Commission, attached to the Ministry of Agriculture and State Domains, to negotiate with the signatories to the petition and to examine the possibility of a compromise. On the proposal of the rapporteur, the Council accordingly postponed this question until its September session.

# XI.—POLITICAL QUESTIONS.

## I. THE LEAGUE AND LIBERIA.\*

The report of the Council Committee, which met at Geneva in January and in London from February 27th to March 3rd, was noted by the Council on May 21st.

The Venezuelan representative, M. Zumeta, drew attention to the fact that he had made categorical reservations as regards the legal position in the matter of the League's assistance to Liberia. At the first meeting of the Council Committee on Liberia, he had expressed the view that the most important problem was to give Liberia all possible assistance within the limits of the Covenant, and had asked that a committee of jurists should determine the constitutional limits of League intervention in the administration of a State Member. His reservations were based on the fact that Liberia was a fully self-governing country and that the Council could not intervene either in the application or method of application of such constitutional reforms as any State Member might wish to introduce.

As the real object in view was the eradication of slavery in Liberia, M. Zumeta submitted that the Council might apply the procedure laid down in the Slavery Convention stipulating that disputes as to the application of the principles of that instrument should be referred to the Permanent Court of International Justice.

The Council, M. Zumeta suggested, would certainly desire to show all the moderation and wisdom with which it had fulfilled its various undertakings under the Covenant, and he expressed the view that its assistance should be confined to measures other than political or administrative, and to matters of education, health or finance.

The Liberian representative, M. Sottile, thanked the Council and the rapporteur for all that had been done by the League within the framework of the Covenant to help Liberia. He recalled that the League's assistance had been freely and spontaneously requested by his Government, saying that there could therefore be no question of intervention or alienation of sovereignty. One of the main reasons for the gratitude of the Liberian people was the assurance, repeatedly given, that the assistance furnished would be within the framework of the Covenant, and based on the respect of the Liberian Government's sovereign rights and in close co-operation with the Government.

Replying to M. Zumeta's statement that the object of the League's assistance was to eradicate slavery, M. Sottile drew attention to the fact that, for the last seven months, no forced labour or slavery had existed in Liberia.

The rapporteur, M. Zaleski, emphasised that the Council had never had any idea of infringing the independence of a State Member of the

\* Rapporteur: the Polish representative.

† Rapporteur: the Japanese representative.

League. The technical aid furnished Liberia at her own request would be maintained strictly within the limits of the Covenant.

## 2. POLISH-LITHUANIAN RELATIONS.\*

The direct negotiations entered into by the Polish and Lithuanian Governments with the object of restoring order and tranquillity along the administrative line were concluded at Geneva on May 16th, 1931.

At its January meeting, the Council had expressed the hope that agreement might be reached before May.† At its May session the rapporteur informed it that the parties had been unable to reach an agreement; he had felt it his duty to direct the attention of the representatives of the two Governments to the responsibility they would incur *vis-à-vis* the Council should any act occur calculated to compromise order and tranquillity in the districts in question. Thereupon the Polish and Lithuanian Foreign Ministers had given explicit assurances that adequate measures had and would be taken to avoid incidents.

The rapporteur further drew the Council's attention to the fact that its last intervention had produced an important result: the immediate restoration of tranquillity along the administrative line, no incident having occurred for close on a year.

In the event, however, of fresh incidents occurring despite the various measures taken, the Council reminded the Polish and Lithuanian representatives that the Koenigsberg Provisional Arrangement provided for (1) "facilities other than those mentioned"; and (2) the direct settlement of difficulties by local authorities; and that the Council resolution of December 10th, 1927, laid down the procedure to be followed in the case of an incident or threat of an incident.‡ It also recalled that both parties had undertaken to facilitate any inquiry by the League of Nations.

## 3. MEMEL.§

Certain questions regarding the Memel territory, raised by the German Government in September, 1930, under Article 17, paragraph 1,

of the Convention of May 8th, 1924, and adjourned by the Council at its last session, were considered by the Council in May, in the presence of the Lithuanian representative.

The German Government had meanwhile submitted a memorandum on the situation from representatives of the majority of the Memel Diet.

The outstanding questions concerned finance, the jurisdiction of the courts, and the special régime of the territory—the last two essentially legal questions.

As regards the financial question, the rapporteur expressed the view that a solution could be found on the basis of the Memel Convention and Statute, without disregarding the technical and practical aspects of the problem.

The Lithuanian representative, M. Zaunius, said that for the application of Article 31 of the Memel Statute it would be necessary to determine the proportion accruing to Memel of the nett revenue from customs duties, excise duties, and commodity taxes and monopolies. He described the measures contemplated for the purpose and asked for the assistance of League experts.

On the proposal of the rapporteur, the Council instructed the Secretary-General to arrange for the necessary technical assistance with a view to a final settlement of the financial problem.

Dr. Curtius (Germany) expressed his satisfaction that the financial problems would be solved with the assistance of a League expert, and the hope that the remaining questions would be satisfactorily settled, and that it would be unnecessary for the League to deal further with the matter.

As regards the legal questions, the rapporteur informed the Council that the Powers Members of the Council mentioned in Article 17, paragraph 2, of the Memel Convention were negotiating with the Lithuanian Government on the basis of the application of the said paragraph. In these circumstances, the Council confined itself to noting that the legal questions were now being submitted to the procedure outlined in that text.

# XII.—SOCIAL AND HUMANITARIAN QUESTIONS.

## 1. TRAFFIC IN WOMEN AND CHILDREN.¶

When noting the report on the work of the Traffic in Women and Children Committee, the Council took a series of decisions with a

\* Rapporteur: the Spanish representative.

† See Monthly Summary, Vol. XI., No. 1, p. 25.

‡ See Monthly Summary, Vol. VII., No. 12, p. 368.

§ Rapporteur: the Norwegian representative.

¶ Rapporteur: the Persian representative.

view to giving effect to the various recommendations put forward at its tenth session.

According to information received from the French Government, six of the parties to the 1921 Convention that undertook to accede to the 1904 Agreement and the 1910 Convention had not yet fulfilled this obligation. The Council instructed the Secretary-General to

draw the attention of these States—Albania, Chile, Finland, Greece, Latvia, and Roumania—to this matter.

The Council also decided to inquire of all Governments not Members of the League which had not acceded to the 1921 Convention whether they would not be prepared to do so. It decided to renew this inquiry in the case of the Egyptian Government.

As regards the penalties to be imposed on souteurs, the Council decided to submit to Governments for their observations a revised text of a preliminary draft protocol dealing with this question and thus supplementing the 1921 Convention.

It was decided to refer to Governments represented on the Traffic in Women Committee, for their observations, a report prepared by the Secretariat on the organisation and working of the central authorities, as well as a revised questionnaire for the compilation of annual reports.

## 2. CHILD WELFARE.\*

The Council expressed its satisfaction with the progress made by the Child Welfare Committee at its seventh session, and approved the report on its work.

It decided to forward to Governments the preliminary draft convention prepared by the Committee on the return of children and young people to their homes, that it might serve as a model for the conclusion of bilateral or plurilateral agreements.

As regards the question of assistance to foreign minors, on which the Committee had also prepared a preliminary draft convention, it was recognised that this problem had a definite connection with that of assistance to foreigners generally. The Council accordingly approved the recommendation of the Child Welfare Committee to set up a special committee composed of experts nominated by a limited number of countries concerned, to study the question of assistance as a whole and to draw up a preliminary draft on the subject. It was decided that the same Committee should study the question of the recognition and execution of maintenance orders abroad. Arrangements for the appointment of the Committee will be made by the Council at its next session, when it will also fix the date for the new Committee's first meeting.

## 3. TRAFFIC IN OPIUM.

### (a) *Conference for the Limitation of Drug Manufacture.*

The Conference for the Limitation of Drug Manufacture opened at Geneva on May 27th,

with Senator Louis de Brouckère (Belgium) in the Chair.

It was attended by delegates of the fifty-one following States :

Albania.	Liberia.
Argentine.	Lithuania.
Austria.	Luxemburg.
Belgium.	Mexico.
Canada.	Monaco.
Chile.	Netherlands.
China.	Norway.
Costa Rica.	Panama.
Cuba.	Paraguay.
Czechoslovakia.	Persia.
Free City of Danzig.	Peru.
Denmark.	Poland.
Dominican Republic.	Portugal.
Egypt.	Roumania.
Finland.	Siam.
France.	Spain.
Germany.	Sweden.
Greece.	Switzerland.
Great Britain.	Turkey.
Guatemala.	Union of Socialist
Hedjaz.	Soviet Republics.
Hungary.	United States of
India.	America.
Irish Free State.	Uruguay.
Italy.	Venezuela.
Japan.	Yugoslavia.†
Latvia.	

The Chairman of the Permanent Central Opium Board, Mr. Lyall, was present in an advisory capacity, assisted by two other members of the Board, Mr. May and Dr. Anselmino.

In his opening speech, the President emphasised the complexity of the task before the Conference. The latter was not called upon to decide whether drug manufacture should be limited, but to determine by what means such limitation could be achieved. He pointed out that entire agreement existed as to the principle of limitation, whatever differences of opinion there might be as to the means of realising it.

The President expressed the view that it would be possible to achieve the desired results thanks to the spirit of conciliation which invariably characterised League meetings. He drew attention to the fact that, even as things were at present, the existing Conventions had resulted in a considerable decrease in drug consumption. There had for some time been certain doubts as to the efficacy of the 1925 Convention; but, since it had been more widely applied in 1930, the statistics seemed to justify greater hopes. In his opinion, what

\* Rapporteur: the Irish representative.

† Brazil and Estonia sent observers.



was to be feared was that manufacturers might adapt their methods to the new regulations. Thus the only real remedy would consist in progressive legislation, increasingly stringent and adapted more and more closely to the real situation. The principle of the limitation of drug manufacture to scientific and medical requirements, recognised in 1912, must now be effectively applied, in accordance with a well-established plan. All countries had an identical moral interest to support, and Governments were in agreement to renounce profits accruing from illicit drug manufacture.

The Conference, after appointing a Committee on Credentials, invited all delegates who had not yet received the necessary powers to sign such agreements and documents as it might approve to take steps to obtain such powers before the end of the session.

The Conference then adopted its rules of procedure and elected a Business Committee. It appointed as Vice-Presidents, Mr. Caldwell (United States) and M. de Vasconcellos (Portugal). It decided to hear representatives of voluntary organisations specially interested in the question before it. Its meetings will be public, with certain exceptions for special cases.

A detailed account of the proceedings will be given in the next number.

*Appointment of Experts.*—On the proposal of the British representative, the Council appointed as experts to the Conference on the Limitation of Drug Manufacture:

Professor Erich von Knaffl-Lenz, Professor at the University of Vienna, expert on pharmaceutical questions.

Professor F. de M. Tiffenau, Professor of the Faculty of Medicine, Paris, and expert on chemical questions.

Dr. Med. P. Wolff, Privat docent at the University of Berlin, and expert on medical questions.

This appointment is made in agreement with the Chairman of the Health and Opium Committees.

(b) *Work of the Opium Advisory Committee.\**

The Report on the fourteenth session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs was considered by the Council on May 19th.

The Council's attention was especially drawn to certain general observations made by the Committee—the improvement in the situation resulting from the stricter application of the Geneva Opium Convention, the increase in the

number of ratifications of the Convention—now forty-four, Lithuania and Norway having acceded since the last session of the Committee; and the results obtained in the campaign against the illicit traffic.

As regards the last point, the Council noted that the activity of the police and customs authorities and co-operation between Governments and police authorities had made it possible to seize large quantities of drugs. This, however, proves the enormous activities of the traffickers, and the Committee expressed some anxiety in regard to the situation in four parts of the world, in particular India, Egypt, Turkey, and Persia.

The Council instructed the Secretary-General to recommend that Governments should apply the various resolutions adopted by the Committee with a view to coping more effectively with the illicit traffic. The Committee had recalled three fundamental conditions: adequate legislation, adequate administration to apply that legislation, and international co-operation. The measures proposed included the withdrawal of licences from firms knowingly engaged in the illicit traffic, the refusal of passports and visas to persons known to be so engaged, expert examination of the chartering of ships to foreigners (referred to the Transit Committee), and the application of the Geneva Convention to drug dilutions.

As regards the inquiry recommended by the Committee into the number of addicts in the various countries, the Council decided to request Governments to supply any information they might have and to ask the Health Committees' opinion on this question.

As regards concerted action between China and the Treaty Powers in combating the traffic, the Council approved the decision of the Committee to communicate to Governments for their opinion the statement of the Chinese delegate on the principles which, in his Government's opinion, should underlie such co-operation, together with the observations of the members of the Committee.

The Council approved the suggestion of its rapporteur that the Secretary-General should ask Governments whether annual reports could not be obtained for the foreign concessions and settlements in China.

The Council expressed its satisfaction that the Committee had, for the first time, received reports from several South American countries. It endorsed the appeal of the Committee to those countries which have not yet sent in full reports, and instructed the Secretary-General to communicate with the countries concerned.

Considering the Committee's report on the

\* Rapporteur: the Yugoslav representative.

situation in Turkey, the Council approved the proposal to address an urgent appeal to Turkey to consider the possibility of acceding to the Geneva Convention. The Committee had expressed the hope that the Turkish Government, which had already given proof of its willingness to co-operate with the League, would take steps to ratify the Convention and to establish a strict control over the drug trade. The Chairman of the Advisory Committee, M. de Vasconcellos, informed the Council that the Turkish Government had taken certain measures to supplement the control already in force, and that the situation might now be considered as favourable.

The Turkish representative, Djemal Husni Bey, described the very strict measures against the traffic adopted by his Government. These measures, he said, showed that the importation, sale, and manufacture of drugs in Turkey were strictly regulated and supervised. He considered that the sacrifices incurred in regulating the drug traffic should be borne in rightful proportion by all countries, so that they should not unduly burden any one country. He expressed the hope that the forthcoming Conference on the Limitation of Drug Manufacture would discover a radical solution for this problem.

*Appointment of Assessors.*—The Council renewed the appointments of Mr. L. A. Lyall and Mr. A. H. Sirks as assessors of the Opium Advisory Committee. The appointment is made for the period ending May 31st, 1932.

(c) *Conference on Opium Smoking in the Far East.\**

The Parties to the Geneva Opium Agreement of December, 1924 (France, Great Britain, India, Japan, the Netherlands, Portugal and Siam), having expressed the view that the Chinese and American Governments should participate in the Conference on Opium Smoking in the Far East (Bangkok, November, 1931), the Council authorised the Secretary-General to issue invitations to the two Governments concerned.

#### XIV.—PUBLICATIONS AND LIBRARY QUESTIONS.

ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL WORKS ON THE LEAGUE OF NATIONS CATALOGUED IN THE LIBRARY OF THE LEAGUE OF NATIONS IN APRIL, 1931.

ANDRASSY, J.

Liga naroda. Njezino ustrojstvo i djelovanje. Zagreb, "Pramac," 1931. 232 pp.

\* Rapporteur: the Yugoslav representative

#### 4. SLAVERY.†

The Council decided to forward to the Assembly communications received from the British Government on the position as regards slavery or conditions analogous thereto in the colonies of Gambia and Somaliland, Nyassaland and the Uganda Protectorate, Northern Rhodesia, the Gold Coast Colony, Ashanti and the northern territories of the Gold Coast, and also communications from the Persian and Sudan Governments. The report of the International Commission of Inquiry in Liberia (with all relevant documents already distributed to States Members) will be regarded as annexed to these communications.

The Secretary-General was authorised to communicate to the Assembly three weeks before the opening of its twelfth session a list of laws and regulations forwarded to him after the present session, as well as any supplementary information furnished by the different Governments.

In accordance with an Assembly resolution of September 25th, 1926, the Council prepares and communicates to the Assembly every year a document mentioning the laws and regulations forwarded to the Secretary-General under Article 7 of the Slavery Convention. The Council includes in this document such supplementary information as Members of the League may furnish respecting measures taken by them to bring about the progressive abolition of slavery and conditions analogous thereto.

#### XIII.—OTHER QUESTIONS.

##### 1. ALLOCATION OF EXPENSES.

The Council appointed M. Setsuzo Sawada to succeed M. Sato as member of the Committee on the Allocation of Expenses.

##### 2. GIFT TO THE LEAGUE SECRETARIAT.

The Council authorised the Secretary-General to accept for the Secretariat buildings a gift of office furniture from the *A/B Nordiska Kompaniet* of Stockholm. The Council expressed its appreciation of the gift.

Forerunners of the League of Nations. Present organisation and activity of the League, Croation translation of the Covenant annexed.

BLUM, L.

Les problèmes de la paix. Paris, Stock, 1931. 213 pp.

† Rapporteur: the British representative

The co-operation of the socialist International in the work of peace. Principal questions: revision of treaties, disarmament, arbitration.

HARVARD LAW SCHOOL: RESEARCH IN INTERNATIONAL LAW.

Diplomatic privileges and immunities—Piracy—Legal position and functions of Consuls—Competence of Courts in regard to foreign States. Harvard Law School, February 1st, 1931. 430 pp.

Draft conventions, with commentaries, prepared with a view to a new Codification Conference to settle the following questions: diplomatic privileges and immunities; piracy; legal position and functions of consuls; right of the courts to give judgment in regard to foreign States.

KORENITCH, F. L.

L'article 10 du Pacte de la Société des Nations. Paris, Editions et publications contemporaines, 1931. 210 pp.

History of the treaties of guarantee; origin of Article 10 in the idea of mutual guarantee up to the Peace Conference: the various drafts. The amendments proposed by Canada. Analysis of Article 10. Its relations with Article 19 and the Monroe Doctrine. Guarantees of peace outside Article 10 and their relations with this Article (Locarno, Geneva Protocol, Paris Pact, Treaty of Assistance).

STRUNZ, J.

Der Völkerbund: Entstehung und Satzung. Organe und Geschäftsordnungen, Entwicklung und Wirkung in der grossen Politik. Leipzig, P. Reclam (1930). 78 pp.

German translation of the principal texts governing the activity of the League of Nations, such as the Covenant and certain provisions of the Statute of the Permanent Court. Chronological account of the relations of Germany with the League of Nations.

## XV.—FORTHCOMING EVENTS.

June 15th.—Delegation of Economic Committee and Experts on Veterinary Questions, Geneva.

June 17th.—Conference on Vitamins, London.

June 18th.—Economic Committee, Geneva.

June 21st.—Committee on Credit Problems, Geneva.

June 22nd.—Sub-Committee on Postal Air Transport, Geneva.

June 23rd.—Sub-Committee of Experts on International Agreements, Geneva.

June 23rd.—Permanent Standards Committee of the Health Organisation, London.

June 24th.—European Committee of Economic Experts, Geneva.

June 25th.—Committee for the Disposal of Future Harvest Surpluses of Cereals, Geneva.

June 29th.—Conference on Rural Hygiene, Geneva.

June 30th.—Drafting Committee of the Committee on Unification of Transport Statistics, Geneva.

July 1st.—European Unemployment Committee, Geneva.

July 2nd.—Committee of Representatives of Women's International Organisations (Nationality of Women), Geneva.

July 3rd.—Delegation of the Sub-Committee of Experts for the Instruction of Youth, Geneva.

July 6th.—Committee on International Loans, Paris or Geneva.

July 6th.—Permanent Committee on Arts and Letters, Geneva.

July 6th.—Economic Co-ordination Sub-Committee, Geneva.

July 9th.—Committee of Experts on Scientific Questions (Intellectual Co-operation), Geneva.

July 13th.—Executive Committee of the Committee on Intellectual Co-operation and Directors' Committee of International Institute, Geneva.

July 20th.—Plenary Session of the Committee on Intellectual Co-operation, Geneva.

July 29th.—Technical Committee for Maritime Tonnage Measurement.

August 10th.—Permanent Central Opium Board, Geneva.

September 3rd.—Sixty-fourth Session of the Council, Geneva.

September 3rd.—Commission of Inquiry for European Union, Geneva.

September 7th.—Twelfth Ordinary session of the Assembly of the League of Nations, Geneva.

September 15th.—Supervisory Commission, Geneva.

October 26th.—Fourth General Conference on Communications and Transit, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## 1. SESSIONS OF THE COURT.

On May 15th the twenty-first (extraordinary) session of the Court was declared closed.

It is proposed to convene another extraordinary session for a date between July 15th and 20th, 1931.

## 2. GERMAN MINORITY SCHOOLS IN POLISH UPPER SILESIA.

At a public sitting held on May 15th, 1931, the Permanent Court of International Justice gave the advisory opinion for which it had been asked on the following question :

"Can the children who were excluded from the German Minority Schools on the basis of the language tests provided for in the Council's Resolution of March 12th, 1927, be now, by reason of this circumstance, be refused access to these schools?"

By eleven votes to one the Court answered this question in the negative. The dissenting judge, Count Rostworowski, appended to the opinion of the Court a statement of his separate opinion.

The origin of the question as set out in the Court's opinion and the reasons on which that opinion is based may be summarised as follows :

Article 69 of the Convention of May 15th, 1922, between Germany and Poland concerning Upper Silesia, grants to the German Minority in Polish Upper Silesia adequate facilities for ensuring that in the primary schools the instruction shall be given to the children belonging to the Minority through the medium of their own languages. Under Article 74 of the same Convention, the question whether a person does or does not belong to a minority may not be verified or disputed by the authorities in any way whatsoever. Article 131 adds that in order to determine the language of a child account shall be taken of the verbal or written declaration of the person legally responsible for the education of such child. This declaration may not be verified or disputed by the authorities in any way whatsoever.

In 1926 difficulties arose between the *Deutscher Volksbund*, representing the German Minority and the Polish authorities, following upon numerous applications for the admission of children to German schools for the school year 1926-1927, and as the result of an administrative

inquiry held by the Polish authorities into the regularity of these applications and the rejection of a large number of them by those authorities on the ground that they were irregular or that the children did not belong to the German Minority.

On February 12th, 1927, the *Deutscher Volksbund* appealed to the Council of the League on the subject. The Council on March 12th, 1927, adopted a resolution which, whilst reserving the question of law—namely, the question of the interpretation of Articles 74 and 131 of the Convention—instituted for the school year in question a language test designed to ascertain whether the children could profitably receive instruction imparted in German. As the result of a further appeal, a similar decision was given by the Council on December 8th, 1927, for the school year 1927-1928.

On April 26th, 1928, the Court, before which proceedings had been instituted by means of an application from the German Government, delivered a judgment determining the interpretation of those provisions of the Geneva Convention governing admission to minority schools. According to this judgment, declarations must be in accordance with the facts, but any verification or dispute on the part of the authorities in respect either of the declarations mentioned in Article 131 of the Convention or of those with reference to membership of the minority is absolutely prohibited.

In May, 1928, requests for admission to German schools were submitted on behalf of 172 children who, at the time when entries for the minority schools were being made for the year 1928-1929, had just undergone the language test provided for by the Council's resolutions and had been found not to possess an adequate knowledge of German. These applications, like the preceding ones, were rejected by the Polish authorities. Once more, in November-December, 1929—this time with reference to the school year 1929-1930—the same question arose with regard to sixty children who had been excluded as a result of the language tests undertaken in 1927-1928. Accordingly the *Deutscher Volksbund* once more appealed to the Council, which, by a resolution of January 24th, 1931, decided to submit the question of the exclusion of the sixty children to the Court for an advisory opinion.

\* This Article has been written with the aid of information furnished by the Court Registry.

The Court, in its opinion, observes, in the first place, that it is clear that the arrangement on March 12th, 1927, adopted by an unanimous vote of the members of the Council was valid and binding on the two States. The Court emphasises that the Council declared in its Resolution that it did not intend to modify the Convention of Geneva. The system of language tests instituted by the Resolution of March 12th, 1927, was expressly described, with the acquiescence of the two Governments concerned, as an "exceptional" measure solely intended to meet a temporary situation—namely, the existence of a large number of children whose admission to the German school had been applied for but who had been excluded therefrom.

The system of tests sanctioned by the two Council resolutions was restricted to children in respect of whom application for admission to German schools had been made for the school years 1926-1927 and 1927-1928 respectively. It was instituted solely in respect of those school years.

The Court also observes that the only object of the system of language tests and its only consequence was to ascertain whether the children could profitably attend schools in which literary German was the principal language. The Council did not intend to replace the system of declarations provided for by the Convention by another system. Moreover, it cannot be contended that the language tests did in fact take the place of declarations, as the purpose of the declarations was different from that of the tests. The Court holds, therefore, that the Council did not create a special and permanent situation for the children in question; it simply adopted a measure which was intended to disappear when the interpretation of the Convention should have been determined by the solution of the questions of law left open: and this was the object of the recourse to the Court in 1928 and of the judgment given by the latter on April 26th of that year.

To admit that the result of the tests made in 1927 could subsequently be invoked to invalidate a declaration made—say—in 1931, under the Convention, would be to admit the possibility of adducing evidence against such a declaration; but this is prohibited by the Convention. To attach such an effect to the language tests would be tantamount to modifying both the Convention and the Council Resolution itself, and the Resolution expressly disavowed any idea of doing this.

Though in accordance with the rules of law, the interpretation given by the Court to the

terms of the Convention has retrospective effect—in the sense that the terms of the Convention must be held to have always borne the meaning placed upon them by this interpretation—it does not follow that the results of the purely practical measures to which the Council legitimately had recourse in order temporarily to obviate the difficulties resulting from the uncertainty prevailing as to the meaning of the rules to be applied, are necessarily null and void.

These results were operative for the period during which provisional measures of a practical nature existed; all the more so because those measures were, after all, independent of the interpretation of the Convention. But from the moment when these measures ceased to be applicable—i.e., from the end of the school years 1926-1927 and the 1927-1928, and practically speaking, from the time when the legal interpretation of the Convention had been determined by the judgment given on April 26th 1928—they could not be invoked in order to deduce from them consequences incompatible with the provisions of the Convention as duly interpreted.\*

### 3. ADVISORY OPINION CONCERNING RAILWAY TRAFFIC BETWEEN POLAND AND LITHUANIA—THE LANDWAROW-KAISLADORYS SECTION OF THE RAILWAY.

The Lithuanian Government has appointed M. Vencelas Sidzikauskas, Lithuanian Minister at Berlin, as its Agent in this case, and M. André N. Mandelstam, member of the Institute of International Law and member of the International Diplomatic Academy, as Counsel.

The Polish Government has appointed M. Jean Mrozowski, President of the Supreme Court of Warsaw, as its Agent.

### 4. AGREEMENTS, RELATING TO THE TREATIES OF TRIANON, SIGNED AT PARIS ON APRIL 28TH, 1930.

On May 9th the Court decided to undertake the mission entrusted to it by Article 9 of Agreement No. 11, "relating to the obligations resulting from the Treaty of Trianon," signed at Paris on April 28th, 1930, providing for the appointment of the additional members of the Mixed Arbitral Tribunals functioning between Czechoslovakia, Jugoslavia and Roumania on the one hand, and Hungary on the other. Accordingly, on May 15th it appointed the following persons:

*Hungaro-Roumanian Mixed Arbitral Tribunal:*  
M. de la Barra (Mexico), former President of the Republic; M. Michael Hansson (Norway).

\* See also chapter on the *Protection of Minorities*.

President of the Mixed Court of Appeal, Alexandria.

*Hungaro-Czechoslovak Mixed Arbitral Tribunal*: M. Alejandro Alvarez (Chile); Baron van Heeckeren (Netherlands), former President of certain Mixed Arbitral Tribunals.

*Hungaro-Yugoslav Mixed Arbitral Tribunal*: M. J. Van Hamel (Netherlands), former High Commissioner at Danzig; M. D. G. Hyholm (Denmark), former member of the Permanent Court of International Justice.

#### 5. CUSTOMS RÉGIME BETWEEN GERMANY AND AUSTRIA.

The Council of the League of Nations by a Resolution adopted on May 19th, 1931, decided to ask the Court, under Article 14 of the Covenant, for an advisory opinion on the question whether a régime established between Germany and Austria on the basis and within the limits of the principles laid down by the Protocol of March 19th, 1931, would be com-

patible with Article 88 of the Treaty of Saint-Germain and with Protocol No. 1 signed at Geneva on October 4th, 1922.

The request reached the Registry of the Court on May 21st, 1931, and the communications in regard to it provided for by the Rules of Court were despatched.

By an Order dated May 27th, 1931, the President of the Permanent Court of International Justice fixed July 1st, 1931, for the expiry of the time-limit within which written statements may be filed by the Governments considered as likely to be able to furnish information on the question submitted to the Court for an advisory opinion, and relating to the Customs régime between Germany and Austria (Protocol of March 19th, 1931). The submission of a second written statement was not provided for.

The Governments concerned were informed that the President of the Court contemplated fixing July 20th, 1931, as the date for the opening of the public hearings in the case.

# PUBLICATIONS OF THE LEAGUE OF NATIONS

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The amended text of the Report of the Unemployment Committee adopted by the Governing Body at its fifty-first session, January, 1931.

## ECONOMIC DEPRESSION

(Ser. L. o. N. P., 1931. VII. 4)

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In accordance with a resolution of the Eleventh Assembly the Economic and Financial Organisation of the League of Nations is undertaking a comprehensive inquiry into the course and phases of the world economic depression and intends to submit its full report to the Twelfth Assembly in September next. The present note on certain aspects of the depression is essentially preliminary in character and has been drafted with special reference to European conditions.

## DISPOSAL OF 1930 CEREAL STOCKS

Communications from the Governments of Great Britain  
and Czechoslovakia.

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(Ser. L. o. N. P., 1931. II. B. 5)

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Meeting for the Disposal of 1930 Cereal Stocks  
(Paris, February 23rd to 25th, 1931).

## FINAL ACT

(Ser. L. o. N. P., 1931. II. B. 7)

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League of Nations Publications Department, Geneva.

# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. XI., No. 6.

JUNE, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month, June, 1931</i>	151	(c) Customs and Fiscal Charges on Newspapers and Periodicals	163
II. <i>Arbitration, Security and Reduction of Armaments :—</i>		VI. <i>Intellectual Co-operation :</i>	
Position of Armaments of the United States	152	1. Conference of Institutes for Advanced International Studies	163
III. <i>Commission of Inquiry for European Union :</i>		2. Meeting of Library Experts	164
1. Committee of Economic Experts	152	VII. <i>Administrative Questions :</i>	
2. Grain Export	154	Mandates	164
IV. <i>Legal and Constitutional Questions :</i>		VIII. <i>Social and Humanitarian Questions :</i>	
International Engagements :		Refugees	165
Registration of Treaties	155	IX. <i>Publications and Library Questions :</i>	
V. <i>The Technical Organisations :</i>		Annotated Bibliography of the Principal Works on the League	165
1. The Health Organisation :		X. <i>Forthcoming Events</i>	166
Rural Hygiene	156		
2. The Economic and Financial Organisation :			
(a) Thirty-Fifth Session of the Economic Committee	156		
(b) Agricultural Credits	158		
(c) Committee of Industrial Experts	158		
(d) Third Session of the Fiscal Committee	159		
3. Communications and Transit :			
(a) Sixteenth Session of the Advisory Committee	160		
(b) Calendar Reform	162		

### *The Permanent Court of International Justice.*

1. Next Session	167
2. Customs Régime between Germany and Austria	167
3. Railway Traffic between Lithuania and Poland	167
4. Treatment of Polish Nationals in the Danzig Territory	167
5. Long Leave for Ordinary Judges	168
6. Revision of the Rules of Court	168
7. Protocol of Signature of the Court Statute	168
8. The Optional Clause	168
9. Protocols of September 14th, 1929	168
10. Communication of Treaties	168

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

June, 1931.

The principal questions on the League's agenda for June were the limitation of drug manufacture, economic questions, mandates, and public health. The Transit Committee and the Fiscal Committee continued in session.

The Conference for the Limitation of Drug

Manufacture remained in session throughout June, and will probably finish its work in the first fortnight of July.

Economic questions occupied a prominent place on the agenda. The Economic Committee met towards the end of the month, when it



continued its work on the most-favoured nation clause, considered draft conventions on veterinary subjects, and decided to resume its consultations with regard to the coal problem.

The Committee on Surplus Grain Stocks appointed by the Commission of Inquiry for European Union held a meeting in Paris, and experts on the organisation of production and trade assembled at Geneva.

The Mandates Commission held its twentieth ordinary session from June 9th to 27th, discussing a series of reports on mandated territories, as well as certain general questions.

In the field of public health, the principal event was the opening on June 29th of the

European Conference on Rural Hygiene, which was still in session at the beginning of July.

The sixteenth session of the Transit Committee closed on June 3rd, one of the most interesting questions being that of League co-operation in the execution of the new Chinese programme of public works. The Preparatory Committee for the October Transit Conference issued a comprehensive report on the question of calendar reform.

The Fiscal Committee continued its study of questions pertaining to double taxation, the apportionment of profits, and the taxation of foreign motor cars.

## II.—ARBITRATION, SECURITY AND REDUCTION OF ARMAMENTS.

### POSITION OF ARMAMENTS OF THE UNITED STATES.

Particulars concerning the position of the armaments of the United States have been received by the Secretary-General in a Note from the United States Government dated June 9th, 1931. The United States Government has requested the Secretary-General to circulate this information to the Governments invited to the Disarmament Conference.

In his covering letter, the Secretary of State recalls the Council resolution of January 24th, 1931,\* in accordance with which the United States and other Governments were requested to forward to the Secretariat particulars with regard to the position of its armaments and any further information that might facilitate the preliminary work of preparation for the Disarmament Conference. The Secretary of State forwards detailed tables, as of December 31st, 1930, covering the land, naval, and air effectives,

and naval and air material of the United States Government, as well as information regarding expenditure for armed forces, in accordance with the recommendation of the Committee of Budget Experts. The expenditure figures cited are for the fiscal year ending June 30th, 1930. The Secretary of State draws attention to the fact that, in compiling these tables, his Government has followed, as far as possible, those given in the draft Convention and the report of the Committee on budgetary questions.

In conclusion, the Secretary of State intimates that he has noted the Council resolution of May 23rd,† relative to the submission and distribution of armament figures, and, in accordance with that resolution, transmits detailed information which he requests may be given full and immediate distribution and publicity. He expresses the hope that other nations may thus be encouraged to lay their figures before the public without delay.

## III.—COMMISSION OF INQUIRY FOR EUROPEAN UNION.

### I. COMMITTEE OF ECONOMIC EXPERTS.

The Committee of Economic Experts, appointed "to examine in complete freedom, and in a spirit of liberal understanding, all means that may seem calculated to bring about closer and more fruitful co-operation between the different countries with a view to improving the organisation of production and trade in the general interest," met from June 24th to June 29th.‡ It elected as Chairman M. Trip (Netherlands).

The Committee noted that, since its creation, economic and political events had come to pass whose development might exercise considerable

influence (although at present somewhat difficult to determine) upon the proposals referred to it. It nevertheless made immediate arrangements for its work, dividing the problems on its agenda—industrial, financial, and commercial—among three Sub-Committees.

After a few days of discussion, although positive conclusions had been reached on industrial and financial questions, the Committee adjourned until August 18th, to enable the experts to approach their Governments, as contemplated by the European Commission of Inquiry. The discussions may be summarised as follows :—

\* See Monthly Summary, Vol. XI., No. 1, p. 7.

† See Monthly Summary, Vol. XI., No. 5, p. 120.

‡ See Monthly Summary, Vol. XI., No. 5, p. 122.

(a) *Industrial Questions.*—The Committee considered the conclusions of the Committee of Industrial Experts studying the economic aspects of international industrial agreements. These conclusions were set before it by M. Marlio, who recalled that the industrial experts had been unanimous in regard to certain questions concerning the influence of cartels and agreements on production and consumption, on customs and on labour. As regards conditions of production, the experts considered that cartels might result in a number of real advantages, in particular the regulation of production, to some extent the stabilisation of sale prices, the reduction of the disparity between sale prices in countries with protective duties and in countries where industry is not protected, the distribution of risk among the various undertakings forming part of the cartels and the reduction of certain of these risks, the reduction of the capital necessary for each of the undertakings, and the centralisation of information required by industry.

As regards the prejudicial affects of cartels upon the interests of consumers and labour, the experts considered that, as cartels developed, they would be led to adopt a policy which would take account of the interests of employers and labourers and would no longer aim at raising prices beyond a reasonable level. In the opinion of the experts, cartels might result in a certain stability of sale prices and of salaries. This would be in the interest of consumers and labourers.

The experts did not deny that abuses had taken place, but thought that they would tend to decrease. It would now be realised that an industrial agreement could only subsist if its policy were not directed against economic laws.

As regards the question of customs, the Committee of Industrial Experts considered that the existence of a cartel was not, in itself, a sufficient reason for the suppression of duties, but when a cartel existed the duties weighed less heavily on consumers.

In conclusion, M. Marlio said that, although the Committee of Industrial Experts did not consider cartels as a universal panacea, it did feel that they had rendered and could still render real services by promoting a better organisation of economic life.

Following this statement, the economic experts put a series of questions to M. Marlio and his colleagues of the Committee of Industrial Experts. They asked, more particularly, whether cartels must necessarily reserve for each member its national market; whether the existence of a cartel justified a system of

licences; whether the establishment of national and international supervision was possible as regards cartels; whether publicity was necessary for their work, etc.

M. Duchemin submitted a memorandum describing the state of public opinion as regards industrial agreements and refuting certain criticisms. The development of existing agreements and the creation of new ones might, he considered, perfectly well coincide with gradual economic or tariff disarmament. He described a system of supervision which might be exercised over agreements. In his conclusions, he expressed himself in favour of the consolidation of the existing agreements and the creation of new ones, with the moral support of Governments.

The Sub-Committee on Industrial Questions considered this memorandum and other suggestions, reaching conclusions which tend to establish a doctrine on the rôle of international industrial agreements in economic life.

(b) *Financial Questions.*—The Committee devoted special attention to a scheme, submitted by M. Francqui (Belgium), for the creation of an international bank which would grant long- and medium-term credits for the revival of economic activity. In a memorandum, M. Francqui explained why a bank of this kind seemed necessary. Certain countries had abundant capital which they could not use. It would be well to give them an opportunity of investing their capital in countries where shortage of money had reduced purchasing power to a minimum. The author considered that one of the most effective means of remedying the present depression would be to lend certain countries the necessary capital for their economic equipment. Other countries would be authorised to supply this equipment and would thus be able to give work to their industries. M. Francqui recommended, therefore, the creation of a banking organisation disposing of considerable capital subscribed by banks and private industrial companies particularly interested in the revival of the principal commercial currents. This organisation would be authorised to issue bonds for an amount in proportion with its capital. Its principal mandate would be to re-discount bills of private banks. It should be constituted in accordance with the general lines of the policy of countries participating in its foundation, and should be managed by business men of far-reaching experience, capable of administering it in accordance with sound economic principles and with the rules of banking and financial practice. It should be in liaison with the Bank of International Payments, so as eventually to avoid

any action that might involuntarily hamper the work of that establishment.

Generally speaking, M. Francqui considered that the International Bank should, to some extent, play a rôle similar to that of national banking organisations especially created to furnish credits to industrial undertakings. It should also assist in co-ordinating the action of private banks as regards international credits.

The financial operations of the bank should be directed towards the restoration of economic balance and the execution of public works. The bank would, however, confine its operations to long- and medium-term credits, and would not concern itself with loans which States might desire to obtain through the public market.

The Committee of Experts instructed a special Sub-Committee to consider this scheme. The Sub-Committee expressed the view that it should be studied by an organisation specially qualified for questions of this nature, since banking questions did not fall within the competence of the economic experts.

(c) *Commercial Questions.*—The discussions on commercial questions were characterised by a certain number of extremely delicate suggestions. They concerned the Austro-German scheme for a customs union, the progress of the negotiations between Great Britain and a certain number of continental countries for the reduction of customs tariffs, the negotiations entered into by certain agricultural States with a view to obtaining a preferential system for their surplus grain stocks, the possibility of reconsidering the question of the putting into force of certain League Conventions which, up to the present, it has been impossible to apply.

In view of the complexity of these problems and the various issues at stake, the Committee preferred not to take a decision for the moment, but to hold a further session on August 19th.

The meeting was attended by M. Clemens (Germany), Assistant Director of the *Reichsverband der deutschen Industrie*.

M. Emile Francqui (Belgium), Minister of State, former Minister of Finance, Vice-Governor of the *Société Générale de Belgique*.

Sir Walter Layton (Great Britain), Editor of *The Economist*.

M. Duchemin (France), President of the *Confédération générale de la production française*.

M. de Michelis (Italy), President of the International Institute of Agriculture.

Dr. L. J. A. Trip (Netherlands), former Governor of the Bank of Java.

Dr. Paul Minskowski (Poland), President of the Export Institute, President of the Committee on Commerce and Industry of the Chamber of Deputies.

M. Björn Prytz (Sweden), Director in Chief of the *Société suédoise des roulements à billes*.

M. Jan Dvoracek (Czechoslovakia), Engineer, former Minister of Commerce, Director of the *Zivnostenska Bank*, Prague.

Professor Eugène Preobrazensky (U.S.S.R.), of the Soviet Foreign Ministry.

The Members of the Committee of Industrial Experts who took part in the work of the Committee of Economic Experts were M. Lammers (who is also a member of the Committee of Economic Experts), M. Benni (Italian), M. Marlio (French), and M. Meyer (Luxemburg).

## 2. GRAIN EXPORT.

The Committee appointed to study the question of the disposal of future harvest surpluses met at Geneva on June 25th, 26th, and 27th, under the presidency of M. François Poncet (France).\*

The meeting was attended by representatives of Austria, Belgium, Czechoslovakia, Estonia, France, Germany, Great Britain, Hungary, Italy, Norway, Poland, Roumania, Switzerland, Turkey, Union of Socialist Soviet Republics, Yugoslavia.

Hungary, Poland, Roumania, Turkey, and the Union of Socialist Soviet Republics took part in the work for the first time. Greece sent an observer, and the International Institute of Agriculture was represented in an advisory capacity.

The Committee began by examining the conclusions that might be drawn from the London Conference (May 18th to 23rd) at which European and overseas wheat-exporting countries had endeavoured to create a joint organisation for their sales on the world market. The Committee expressed its regret that no comprehensive international agreement had been reached.

Without losing sight of the world-wide scope of the problem, the Committee studied measures to improve the situation from the European point of view. It considered the question of a system of agricultural preference, of which the European Commission of Inquiry had recognised the utility for nations of Central and Eastern Europe seriously affected by the crisis.

The Committee noted that the question had now entered upon a practical phase. Several specific conventions had already been concluded, others were under negotiation.

In this connection, the Committee recalled the principles formulated in November, 1930, at the Conference for Co-ordinated Economic Action, by a Sub-Committee studying the

\* See Monthly Summary, Vol. XI, No. 5, p. 119.

system of commercial exchanges between agricultural States of Eastern Europe and Western European States.\* The Committee expressed the view that, whatever form it might take, a preferential system should be based on these principles, as confirmed and completed at later meetings in Paris, Rome and Geneva. Subject to these rules, which would restrict the scope of this exceptional measure, the Committee considered that a preferential system would not be in contradiction with a spirit of international co-operation.

The grain-exporting countries of Central and Eastern Europe ask that preference should be granted for their wheat, rye, barley, oats, maize and flour. Their opinion is that a system of preference can only afford entirely satisfactory results in so far as it is applied by all European grain-importing countries. For the moment, however, they confine their demands to the application of the system by States which are regular importers of grain from their territories. Preference, they consider, should not be restricted to certain quantities, but should apply to any surplus of which they may dispose. Only in this way will it be possible to achieve the object of this system, that is, to raise the price of grain in the exporting countries above that of the world market. Quotas subject to preference should cover the total

export surplus existing in the countries concerned.

While leaving to bilateral negotiation the question of form, the grain-exporting countries recognise that the reduction of entrance duties is that which best corresponds to their interests.

The Committee expressed the desire to receive communications through the Secretariat of any arrangements concluded with a view to preference, so that it might decide whether they were in conformity with the principles approved. It also considered other methods for the importing of stocks of cereals, expressing its conviction that the more adequate financing of the production and marketing of cereals would alleviate considerably the effects of the agricultural depression in the exporting countries of Central and Eastern Europe.

Pending a final solution, it asked the International Agricultural Institute to study the possibility of creating a provisional organisation with a view to financing the next harvest.

The Committee further considered the question of the international transport of grain. It expressed the hope that the revision of the International Convention for Transport by Rail would enable account to be taken of the legitimate interests of the international trade in cereals.

#### IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

##### INTERNATIONAL ENGAGEMENTS.

###### *Registration of Treaties.*

The Treaties and international engagements registered in May and June included four treaties for the pacific settlement of disputes, namely:

A treaty of conciliation and arbitration (Riga, August 13th, 1930), between Hungary and Latvia; a treaty of arbitration and conciliation (Geneva, September 11th, 1929), between Germany and Luxemburg; a treaty of conciliation and arbitration between Greece and Hungary (Athens, May 5th, 1930); and a convention between Denmark and Iceland (Tingvall, June 27th, 1930), concerning procedure for the settlement of disputes.

A treaty of friendship was concluded between Germany and the Hedjaz, Nejd and Dependencies (Cairo, April 26th, 1929).

Another feature of these months was the large number of commercial treaties, treaties of commerce and navigation and commercial arrangements registered. These agreements were concluded by Germany and Panama,

Germany and Egypt, Germany and Austria, Poland and Portugal, Estonia and Turkey, Egypt and Roumania, Spain and Roumania, Roumania and Switzerland, Austria and Roumania, Bulgaria and Roumania, Latvia and Roumania, Albania and Roumania, Finland and Roumania, the United States and Austria and Egypt and Poland.

Other treaties deposited were:

A Convention between the United States and Great Britain and Northern Ireland and Iraq concerning the rights of the United States and their nationals in Iraq (London, January 9th, 1930); an Exchange of Notes between Great Britain and Northern Ireland and China concerning the use of the British share of the Chinese Indemnity of 1921 (Nanking, September 19th and 22nd, 1930); and Exchange of Notes between Great Britain and Northern Ireland and Iraq embodying the agreements on financial questions mentioned in the second Exchange of Notes attached to the Anglo-Iraq Treaty of June 30th, 1930 (London, August 19th, 1930).

The Geneva Conventions for the Improvement of the Conditions of Wounded and Sick

\* See Monthly Summary, Vol. X., No. 11, p. 242.

in the Field, and on the Treatment of Prisoners of War (Geneva, July 27th, 1929).

A treaty between Germany and Austria (Berlin, April 12th, 1930), concerning legal assistance in customs matters; an Exchange of Notes between Germany and Austria (Vienna, July 5th, and August 1st, 1930) embodying a provisional agreement on legal assistance in penal matters; further agreements on legal questions between Germany and Czechoslovakia, Latvia and the Netherlands, Italy and the Kingdom of the Serbs, Croats and Slovenes; a

series of agreements between Latvia and Lithuania on educational and frontier questions.

Agreements for the prevention of double taxation between Greece and the Netherlands, and Finland and Sweden.

An agreement between Germany and Italy (Rome, October 11th, 1930), for the creation of the Institute of Marine Biology at Rovigno.

An agreement between the Free City of Danzig and Poland for the execution and completion of the Polish-Danzig Convention of November 9th, 1920 (Warsaw, October 24th, 1921).

## V.—THE TECHNICAL ORGANISATIONS.

### 1. THE HEALTH ORGANISATION.

#### *Rural Hygiene.*

The European Conference on Rural Hygiene met at Geneva from June 29th to July 7th, with Professor Pittaluga (Spain) in the Chair.\*

This Conference was summoned by the Council on the proposal of the Spanish Government (September, 1930),† which recommended that a meeting of representatives of European States should be held with a view to the international and technical study of rural hygiene, as one of the most important factors in the organisation of agricultural districts in Europe. The Conference would be called upon to formulate principles and methods for the improvement of sanitary conditions in these districts.

The Health Committee decided to include the following questions in the agenda:—

(1) Guiding principles and suitable methods to ensure efficacious medical assistance in rural districts.

(2) The most efficacious methods of organising health services in rural districts.

(3) Bonification of rural districts, the most effective and economical methods.

A preliminary examination was made of these three questions by committees of experts. A preparatory committee also held several meetings to consider the reports of the experts and to co-ordinate their conclusions.

On the proposal of the President, the Conference unanimously elected as Vice-Presidents Dr. Konrich (Germany), Professor Lutrario (Italy), Professor Léon Bernard (France), Dr. Chodzko (Poland), Dr. Carrière (Switzerland), and M. Fierlinger (Czechoslovakia).

The Conference appointed three Committees to study the questions on the agenda under the respective presidency of Dr. Shearer (Great Britain), M. Johan (Hungary), and M. Vignerot

(France). A fourth committee (resolutions) was appointed under the presidency of Dr. Chodzko (Poland). The questions retained by the Conference for study on the proposal of these Committees were as follows: schools of health visitors, instruction of sanitary engineers, cost of health and rural medical services, bonification, housing, rapid transport of sick in rural districts, co-operation between public assistance officials, architects, agriculturists, hygienists, etc.

A detailed account of the proceedings will be published in the next number.

### 2. THE ECONOMIC AND FINANCIAL ORGANISATION.

#### (a) *Thirty-fifth Session of the Economic Committee.*

The thirty-fifth session of the Economic Committee was held at Geneva from June 18th to 22nd. The following members were present: M. di Nola, Chairman; M. Schuller, Vice-Chairman; M. Brebbia (Argentina), Sir Sydney Chapman (Great Britain), M. Dolzal (Poland), M. Elbel (France), Mr. Hunt (United States), M. Van Langenhove (Belgium), Mr. Lindsay (India), M. Lundvik (Sweden), M. Peroutka (Czechoslovakia), M. Posse (Germany), M. Stucki (Switzerland), M. Todorovic (Yugoslavia).

The Committee continued its study of the system of the most-favoured-nation clause.‡ For the purposes of this discussion, the meetings were attended by representatives of the countries particularly interested: Denmark (M. Clan), Estonia (M. Schmidt), Finland (M. Hjelt), Latvia (M. Feldmans), Norway (M. Jaln), and the Netherlands (M. Nederbragt).

It had further to consider a request from the International Miners' Federation regarding measures in view of the crisis in the coal industry.

*Most-favoured-nation Clause.*—The Committee

\* See Monthly Summary, Vol. XI., No. 5, p. 131.

† See Monthly Summary, Vol. X., No. 9, p. 173.

‡ See Monthly Summary, Vol. XI., No. 2, p. 48.

made a special study of certain questions relating to the application of the most-favoured-nation clause. Its attention was drawn more particularly to the question of the compatibility of customs quotas, anti-dumping and countervailing duties with the clause, the interpretation of the expression "similar products," and the nationality of goods.

The Committee confined its efforts to the definition of the general principles of most-favoured-nation treatment. The question whether anti-dumping and countervailing duties were compatible with the most-favoured-nation clause was, however, reserved, since the Committee did not feel competent to take a decision before concluding its examination of the question of dumping.

*Commercial Convention of March 24th, 1930.*—

The Committee had to consider a recommendation from the Commission of Inquiry for European Union that a further conference be summoned at a suitable moment for the purpose of taking steps to put into force the principles formulated in the Commercial Convention of 1930.\* The Committee expressed the view that there was no change in the situation since the last session of the Conference for Concerted Economic Action,† and that the considerations which had prevented the entry of the Convention into force at that moment were still valid. Even if one could disregard the difficulties of a temporary nature which still existed in certain central European countries as a result of their commercial treaty relations, and in certain Eastern countries as a result of their effort to secure more profitable arrangements for the export of their cereals, there would still be the real obstacle which lay in the fact that the negotiations which Great Britain was carrying on with certain industrial countries had not yet proceeded far enough to permit Great Britain to come to a decision about putting the Convention into force. The Committee felt that if Great Britain did not accede to the Convention, it would be difficult to form a group of countries of sufficient importance to lend it practical value. For this reason, the Committee associated itself fully with the invitation which the Commission of Inquiry into European Union had addressed to the States concerned to continue their commercial negotiations and to do their utmost to bring them to a satisfactory conclusion in as short a time as possible. The Committee attached the greatest importance to these negotiations, since it considered that their results, together with the action of the most-favoured-nation clause,

might constitute an important first step toward the lowering of customs barriers. It hoped that this end would be achieved in a very short time. Meanwhile, the Committee considered that it would be premature to call a new meeting for the purpose either of putting the commercial Convention into force, or of concluding a new convention on a similar basis.

On the other hand, the Committee noted with satisfaction the resolution of the Commission of Inquiry for European Union, recommending European States "to conform, as far as possible, to the principles laid down in the Commercial Convention—principles whose action tended to create stability in commercial relations and to set up a method of notification and recourse in favour of third States who might consider themselves injured by the customs measures proposed.

*Customs Nomenclature.*—The Committee considered the work of the Sub-Committee of Experts for the Unification of customs nomenclature.‡ It heard the Chairman, M. Fighiera, who reported that the draft nomenclature contemplated by the Economic Conference of 1927 would be finished before the next session of the Assembly.

The Economic Committee expressed its appreciation of the work of the Sub-Committee, and decided to transmit the nomenclature to Governments as soon as finished. Governments will be asked to forward their observations, after consulting national agricultural, industrial and commercial circles. On the basis of these observations, the draft nomenclature will be revised, and a draft convention drawn up for adoption by States.

*Customs Facilities.*—The Committee examined the conclusions of the Sub-Committee of customs experts,§ which dealt with the following questions: customs treatment of samples of no value, printed advertising matter; method of application of specific tariffs (net weight, gross weight, tare, packing, etc.), stamping of temporarily imported specimen articles in precious metals.

For the first of these questions the Committee decided that, before taking any decision, it would be necessary to proceed to semi-official consultation with the administrations concerned. The experts were asked to continue their study of the other points.

*Conciliation and Arbitration in Economic Matters.*—The Committee took note of the preliminary study made by the Secretariat, at its request, of the bilateral and multilateral conventions in force containing provisions for

\* See Monthly Summary, Vol. XI., No. 5, p. 132.

† See Monthly Summary, Vol. X., No. 11, p. 241.

‡ See Monthly Summary, Vol. XI., No. 5, p. 133.

§ See Monthly Summary, Vol. X., No. 12, p. 263.

the settlement of disputes concerning the interpretation and application of agreements on economic matters.\* It expressed the opinion that this study should be continued. Later it will consider whether a permanent organ of conciliation and arbitration should be set up.

*Coal.*—The delegation of the Economic Committee appointed to examine the coal question received a delegation from the International Miners' Federation on June 18th. The Delegation of the Economic Committee was composed as follows: M. di Nola, Chairman; M. Schuller, Sir Sydney Chapman, M. Dolezal, M. Elbel, M. Van Langenhove and M. Posse; that of the International Miners' Federation of M. Dejardin (Belgium), Chairman; M. Vigne (France), Mr. Cook (Great Britain), M. Berger and M. Schmidt (Germany). They were accompanied by M. Maurette and Mr. Eastman, representing the International Labour Office.

The Miners' delegation explained that it was desired that the Economic Committee should resume its investigation of the coal problem and pursue it actively. It considered that it would be useful to summon a meeting of representatives of Governments, workers, and employers, to study the situation in the coal industry and seek means of preventing or mitigating crises. The adoption of a convention on work in the mines was regarded as a forward step so far as the social aspect of the problem is concerned; and the hope was expressed that similar advance would be made with regard to the economic aspect of the problem. The Miners' delegation hoped that the League would endeavour as early as possible to bring some alleviation of the deep distress felt throughout the industry, and by such intervention prevent social disturbances.

The Committee considered whether its examination of the question should be resumed from an international point of view. It noted that the situation had been substantially modified since its preliminary survey (April, 1929). For this reason it felt that it would be well to plan an early consultation with experts representing all factors of production and the governments most directly concerned. Since the coal problem will doubtless enter into the discussion of some of the organs set up by the Commission of Inquiry into European Union, the Committee decided that it would be well to wait before taking a definite step to see what these groups might have to say. It authorised its Coal Delegation to take whatever decision seemed suitable at a later time.

*Veterinary Questions.*—The Committee was informed of the results obtained by the Sub-

Committee of Veterinary Experts.† This body has drawn up three draft conventions regarding (a) the campaign against contagious diseases of animals, (b) the transit of animals, meat, and other animal products, (c) the import and export of animal products other than meat. The purpose of these three instruments is to ensure the general application of sanitary and veterinary precautions for the safeguarding of public health and to prevent such measures being used as a pretext for economic protectionism.

M. Burgi (Switzerland) and M. Vallée (France), Chairman and rapporteur of the Sub-Committee of Veterinary Experts, expressed the view that the draft conventions were the embodiment of a liberalism directed towards the development of science and the advance of veterinary service. After some discussion, the Committee decided to forward the draft conventions to Governments in order to learn their views as to the submission of the texts to an international conference.

*Protection of the Riches of the Sea.*—The Committee took note of the observations made by Governments on the draft convention regulating whaling.‡ It considered that they pointed to the desirability of concluding such a convention, subject to certain changes in the text. A final draft will be submitted to a committee of representatives of the principal countries concerned, so that it may be possible for the next Assembly to open the Convention for signature.

*Agricultural Questions.*—The Committee decided to publish a study of the agricultural crisis, including reports by specialists on the agricultural crisis in numerous countries, and general observations drawn from these reports. It noted the work of the International Wheat Conference at Rome and the Conference of Wheat Exporting Countries in London. A further meeting of agricultural experts will be summoned next year.

#### (b) *Agricultural Credits.*

The Organising Committee of the International Agricultural Mortgage Credit Institute § met in Paris on June 4th.

It elected as Chairman M. Regard, Assistant Governor of the French *Crédit Foncier*, and considered various questions concerning the organisation and the subscription of the capital of the Company.

#### (c) *Committee of Industrial Experts.*

The Committee of Industrial Experts appointed by the Economic Committee to study the economic aspects of the problem of

† See Monthly Summary, Vol. XI., No. 2, p. 49.

‡ See Monthly Summary, Vol. X., No. 6, p. 118.

§ See Monthly Summary, Vol. XI., No. 5, p. 121.

\* See Monthly Summary, Vol. X., No. 11, p. 243.



international industrial agreements met on June 23rd to draw up the outlines of a general report. The object of the report is to elucidate (1) whether industrial agreements are capable of ensuring the furnishing of markets at more profitable prices; (2) whether they are capable of achieving a better balance between world production and international trade, and thus mitigating the unfavourable consequences of excessive customs protection. The report will then define the various forms of industrial agreements (cartels, concerns, and trusts). It will analyse the effect of industrial agreements upon the industries thus grouped and upon the interests of consumers. It will study the relations between international industrial agreements and tariff policy.

The meeting was attended by M. Benni (Italian), M. Lammers (German), M. Marlio (French), and M. Meyer (Luxemburg).

(d) *Third Session of the Fiscal Committee.*

The third session of the Fiscal Committee was held at Geneva from May 29th to June 6th.\*

*The New Conventions.*—The Committee considered recent international conventions and provisions of internal law for the prevention of double taxation. The conventions include a Franco-Italian convention suppressing double taxation and settling certain fiscal questions; a convention between Finland and Sweden concerning all direct taxation on revenue (gross or nett) or property; a Franco-Italian convention concerning real direct taxation, as well as certain registration dues; a large number of conventions for the prevention of double taxation in the shipping industry; finally, a certain number of agreements with regard to the exemption from taxes of vehicles.

The principal provisions of internal law on double taxation include a Swedish ordinance and law, a Dutch law, and a Yugoslav law. The discussion of these provisions led the Committee to conclude that the disadvantages of double taxation show a tendency to decrease, in particular in the shipping industry, in regard to which excellent results have been obtained.

*Multilateral Conventions for the Prevention of Double Taxation.*—At its last session the Fiscal Committee laid down certain principles upon which it thought it possible to prepare a multilateral convention for the avoidance of double taxation on certain revenue, likely to be acceded to by numerous States.† It instructed a Sub-Committee to prepare a draft based on these principles. The draft was considered at

this session. As it did not seem likely to meet with general approval, certain members prepared another and more limited draft. The exchanges of views regarding the two drafts showed that the question was not yet ripe for solution. The Committee, therefore, decided that the moment had not yet come to organise a consultation of Governments; but, in order to push forward its study of the problem, it arranged to communicate the two drafts to Governments for their information.

*Treatment of Foreigners.*—The Fiscal Committee considered the fiscal clauses to be inserted in the draft convention on treatment of foreigners and instructed some of its members to examine those clauses which are of a general fiscal character, such as equality of treatment of nationals and wares of contracting parties. As regards the clauses concerning double taxation, the Committee noted that this matter raised the question of the taxation of branches of foreign undertakings, in regard to which, as shown by previous discussions, it was for the moment impossible to reach general agreement.

*Apportionment of Profits.*—At its preceding session the Committee decided to undertake, with the aid of funds offered by the Rockefeller Foundation, an inquiry into the question of the apportionment of profits. This inquiry has been conducted by Dr. Mitchell B. Carroll, formerly legal adviser in the Washington Treasury Department, who began his investigation in the five following countries: Germany, Spain, the United States, France and Great Britain. In each of these countries a special report on national laws on the subject has been prepared, under the direction of Dr. Carroll, by one or more experts, generally drawn from the revenue boards of these countries. Dr. Carroll has completed these reports by a general report in which he endeavours to isolate the essential principles of the various systems of apportionment in force in these five countries, but at this stage of the inquiry he considers it impossible to draw definitive conclusions.

The inquiry will be extended to other European and overseas countries, so as to cover the most important States, economically speaking, or those whose laws of apportionment show certain characteristic peculiarities. Detailed information will also be requested from other countries. It may be hoped that Dr. Carroll will be able to present his final report to the next session of the Committee.

*Taxation of Foreign Motor Cars.*—The Fiscal Committee noted the results obtained in the field of double taxation by the European Road

\* See Monthly Summary, Vol. XI., No. 5, p. 134.

† See Monthly Summary, Vol. X., No. 5, p. 98.



Traffic Conference of March, 1931,\* which, in the Convention on Taxation of Foreign Motor Cars, adopted almost the whole of the text prepared with the Committee's co-operation.

*Taxation of Instruments of International Trade.*—To meet a desire expressed by the International Chamber of Commerce, forwarded to the Committee by the Conference for the Unification of Laws on Bills of Exchange, Promissory Notes and Cheques, the Committee decided to study the question of cumulative taxes. On bills of exchange, promissory notes and bills of lading taxes are sometimes levied both in the countries of issue and delivery. A sub-committee was appointed to study this problem, to prepare a questionnaire to be sent to the regular and corresponding members and, later, to examine such replies as may be received.

*Double Turnover Taxation.*—The Committee queried whether measures for the prevention of double taxation should not be extended to the turnover tax. It was of opinion that this problem had different aspects according to whether it concerned a turnover tax levied directly on the revenue of the taxpayer or a tax covering the circulation of wares and capitals. It decided to address a questionnaire to all its regular and corresponding members.

*Fiscal and Customs Charges Applicable to Newspapers.*—The Fiscal Committee noted the result of the work of the Mixed Committee on Fiscal and Customs Charges on Newspapers and Periodicals.†

*Other Questions.*—The Committee again examined and approved in second reading the principles laid down at its preceding session regarding means of preventing double taxation on copyright and investors' patents. These principles have since been approved by the International Chamber of Commerce at its Washington Congress. On the other hand, the definition of the term "autonomous agent," also established by the Committee at its preceding session, was the subject of various observations, both by the International Chamber of Commerce and the Industrial Council at The Hague. After considering these observations, the Committee decided that there was no reason to modify its definition.

### 3. COMMUNICATIONS AND TRANSIT.

#### (a) *Sixteenth Session of the Advisory Committee.*

The Committee on Communications and Transit met at Geneva from May 28th to June 3rd.‡

*Co-operation with the Chinese Government.*—The Committee noted the circumstances in which its Secretary-General, as Director of the Transit Section, had been invited by the Chinese Government to undertake in China a study tour similar to those made by the Directors of the Health and Economic and Financial Sections.§ The object of this journey, as defined in the invitation, was to discuss questions concerning waterways and land reclamation.

With the co-operation of the Chinese authorities, Mr. Haas proceeded to a succinct examination of the following questions:—

1. Means of ensuring the more regular course of the River Hwai, in order to prevent frequent and disastrous floods, and at the same time to permit of the drainage of the lake and the reclamation of fertile lands.

2. The regulation of the five rivers whose mouths are in the region of the Tien-Tsin. At present vast tracts of land are submerged periodically, the floods causing considerable damage.

3. The development of the port of Shanghai—a problem which has already been studied without solution.

Mr. Haas' journey has made it possible further to elucidate the Chinese Government's views as to the form which the co-operation of the Transit Section should take.

The Chinese Government desires expert co-operation in establishing a final plan of the works on the River Hwai, the river system of Northern China (Tien-Tsin), and the development of the port in the district of Greater Shanghai. It wishes to organise and develop a technical study centre for public works whose principal object would be the training of public works engineers. The Chinese Government expressed the desire that one of its nationals should be allowed to discuss with the Committee a definite programme of work, and that the Transit Organisation should send to China for a short time a technical officer to assist in organising the study centre.

At its sixty-third session, the Council replied favourably to requests from the Chinese Government concerning co-operation between the League Technical Organisations and the National Economic Council of China. The Transit Committee examined means of complying with the Chinese Government's desire and of executing the resolutions of the Council. It expressed the intention of sparing no effort to justify the confidence placed in it and to assist the Chinese Government in its work of economic reconstruction. Two new Committees were appointed

\* See Monthly Summary, Vol. XI., No. 3, p. 90.

† See Monthly Summary, Vol. X., No. 3, p. 62.

‡ See Monthly Summary, Vol. XI., No. 5, p. 134.

§ See Monthly Summary, Vol. XI., No. 5, p. 125.

to study certain problems raised in the request. The Transit Committee authorised its Chairman to appoint experts to give opinions to the Chinese Government concerning the scheme for the development of the Hwai river, and other public works.

*Committees of Inquiry on Public Works and on the Training of Public Works Engineers.*—To be able to comply more easily with similar requests for opinions, the Transit Committee appointed two Committees—one composed as far as possible of experts belonging to its permanent committees, who would examine questions relating to public works and national technical equipment, the other consisting of persons in touch with the principal institutions for the training of public works engineers, who would study questions relating to the training of such engineers. The first committee would deal with all questions raised in the course of co-operation between the Transit Organisation and the Chinese Government in the establishment of a programme of public works and national equipment; the second with all questions relating to the organisation in China of a technical study centre for public works. This second Committee, having a more general character, would eventually deal with similar questions put to the Transit Organisation by other countries.

*Inland Navigation.*—The Committee considered and adopted a report from its Inland Navigation Committee, emphasising the necessity for an inquiry concerning navigation on the national waterways of the different States with a view to the extension of international agreements regarding inland navigation—a question raised by the Conference for Concerted Economic Action. The Committee decided to approach European Governments on the subject, and instructed the Secretariat to procure information on the international regime applied to inland navigation in various American countries, account being taken of the work of the Pan-American congresses.

*Unification of River Law.*—The Committee considered the results of the Conference for the Unification of River Law held at Geneva in November–December, 1930.\* It referred to its River Law Committee recommendations for a further study concerning questions of attachment, assistance and salvage.

*Buoyage and Lighting of Coasts.*—The results of the Lisbon Conference for the Unification of Buoyage and Lighting of Coasts† were considered by the Committee, which decided to

take the necessary action on the various recommendations put forward. It asked the Council to arrange for the work on buoyage to be resumed in 1932 or at the beginning of 1933 at the latest.

*Road Traffic.*—The Committee considered the work of the European Road Traffic Conference held at Geneva in March, 1931.‡ It noted recommendations for the further study of certain questions, and instructed the Road Traffic Committee to take the necessary action.

*Unification of Transport Statistics.*—The Committee noted that the conclusions of the Mixed Committee of the Transit Organisation and the International Statistical Institute were in agreement with the results of the work previously done by the Committee for the Unification of Transport Statistics. In accordance with the desire of the Mixed Committee, the report was forwarded to the International Railway Union.

*Railway Questions.*—The Committee considered proposals from the International Railway Union. It adopted two recommendations, one concerning the exemption of railway advertising matter from customs duty—which it referred to the Economic Committee—the other uniform regulations for newspaper transport by rail, which it requested the Secretary-General to forward to the Governments invited to the Conference on Newspaper Transport.

*Construction of an Aerodrome near the Seat of the League.*—The Committee approved the report of the Committee of Experts studying the question of the construction of Cointrin Aerodrome (Canton of Geneva). It decided to forward the report to the Assembly, together with such supplementary information as it might receive before the Assembly on the progress of the equipment of the aerodrome.

*Claims of Professional Motor-Drivers.*—The International Federation of Transport Workers having submitted a list of claims from professional motor drivers, the Committee, at its last session, decided to seek the opinion of the International Labour Organisation. At this session it considered, in the light of a communication from the Director of the International Labour Office, what questions could be studied by the Permanent Road Traffic Committee alone, and what questions in collaboration with the International Labour Office.

*League Wireless Station.*—The Committee considered a report from M. de Vasconcellos (Portugal) on the progress of the construction of the League Wireless Station. The report contemplates the termination of the work towards the end of 1931.

\* See Monthly Summary, Vol. X., No. 12, p. 264.

† See Monthly Summary, Vol. X., No. 10, p. 234.

‡ See Monthly Summary, Vol. XI., No. 3, p. 90.

*Triptychs.*—An examination of the replies of Governments concerning the application of the rules adopted by the Committee concerning triptychs in international motor traffic led the Committee to conclude that the rules had, in general, been favourably received. The replies had been forwarded to the Permanent Road Traffic Committee.\*

*Passports and Visas for Migrants.*—After noting information from the International Labour Office, the Committee decided to institute an inquiry regarding the formalities entailed by the various systems for the admission of immigrants.

*Codification of International Law (Territorial Sea).*—On May 15th, 1930, the Council instructed the Transit Organisation to follow, in a general manner, the development of the principle of codification of international law on the territorial sea, with a view to presenting recommendations when possible. The Committee decided to entrust a Committee of three members with the preparation of a preliminary report on the difficulties to which the international examination of this question had given rise, and on such methods as might be adopted to facilitate their solution. The Committee can co-opt experts to assist in the examination of special questions.

The Council had also instructed the Committee to consider a recommendation of the Codification Conference (The Hague, March-April, 1930) concerning inland waters. The Committee considered inadvisable any procedure that would for the present involve modification of the Convention on the international regime of maritime ports. It decided to set up a committee of three or four members, which would examine what measures, if any, could be proposed to Governments, either in the form of agreements supplementary to the Convention on Maritime Ports or in the form of agreements independent of that Convention.

*Customs Exemption for Liquid Fuel.*—Pursuant to the request of the Commission of Inquiry for European Union concerning customs exemption for liquid fuel (German proposal) the Committee decided to collect information concerning the regulations applied in the different countries with regard to duty on this commodity. A special sub-committee will be set up to consider the information and the steps to be taken.

*Transport and Transit of Electric Power.*—At the request of the Commission of Inquiry for European Union, the Committee informed

the Belgian Government, on whose proposal the question had been placed on the agenda, to define the different aspects of the problem and to make preliminary suggestions as to the method of inquiry. Information will be collected on national legislations and on the international agreements in force in the different European countries on the international exchange of electrical power. A sub-committee will be appointed to consider the problem.

#### (b) *Calendar Reform.*

The Special Committee for the preparation of the October Transit Conference and, more particularly, the study of calendar reform, met at Geneva from June 8th to 13th, with M. Djouritchitch (Yugoslavia) in the Chair.

This Committee consisted of representatives of the National Committees set up in various countries to study calendar reform, namely, M. Roigt (Argentina), M. Vasconcellos (Brazil), M. Fernegg (Czechoslovakia), M. Bertaut (France), M. Platzer (Germany), Sir Amherst Selby-Bigge (Great Britain), M. Armellini (Italy), M. Kobayashi (Japan), M. Lipinski (Poland), M. Fontoura da Costa (Portugal), M. de Castro (Spain), M. Sjostrand (Sweden), Mr. Marvin (United States), M. Yovanovitch (Yugoslavia). The International Railway Union was represented by M. Steuernagel.

After noting statements by various representatives and hearing speakers belonging to several religious communities, the Special Committee prepared a report, of which the substance may be analysed as follows.

The report begins by emphasising the economic and social aspects of the problem. It then deals with its religious aspect, specifying that in this connection the solution has been left to the decision of the religious authorities concerned. A general survey is given of the numerous disadvantages arising from the non-fixity of Easter, whose date at present varies between March 22nd and April 25th, and of the other movable feasts. This causes great inconvenience to universities, judicial activities, and commercial interests in various countries (transports, travelling, and other cognate matters). Organisations such as the International Chamber of Commerce and the International Railway Union consider that the fixing of Easter would be in the general interest. Railway administrations have pointed out that, owing to the variability of Easter, Whitsuntide falls sometimes in the summer time-table and sometimes in the winter time-table, which makes it difficult to organise adequate services. Educational circles are, in general, strongly in favour of the principle of fixing Easter.

\* See Monthly Summary, Vol. XI., No. 3, p. 92.

The majority of the National Committees also indicate that the demand for a fixed Easter is practically general.

The only reservations to this principle are based upon religious considerations in favour of leaving the decision to the religious authorities. The general opinion is that Easter should fall upon the Sunday following the second Saturday in April.

The report then describes the views of the religious authorities on the subject, in the light of information from the Apostolic Nuncio at Berne, the Œcumenical Patriarch at Constantinople, the Archbishop of York, and representatives of various Protestant denominations.

As regards the question of the general reform of the Gregorian calendar, the report recalls that the main defects of the present calendar are inequality in the length of the divisions of the year and lack of fixity.

The Committee examined two series of schemes, the first of which was based upon the equalisation of quarters, without establishing a perpetual calendar. In this case, each quarter would consist of two months of thirty days and one month of thirty-one days (one of the quarters would include a supplementary day); the 31st August might be transferred to the end of February of the following year.

The second scheme advocates the institution of a perpetual calendar of 364 days, with one supplementary day for ordinary years and two in leap years (quarters consisting of one month of thirty-one days and two months of thirty days each, the supplementary day being the last day of the year; or thirteen months of twenty-eight days, with one or two supplementary days).

The report analyses the advantages and disadvantages attaching to the various schemes, summarising the information received on the state of public opinion in the different countries

on the practicability of the reform. It is pointed out that the religious authorities are not in general opposed to reform, but that the institution of a supplementary day has, in certain quarters, met with opposition based on dogma.

#### (c) *Customs and Fiscal Charges on Newspapers and Periodicals.*

The Mixed Committee studying the question of customs and fiscal charges on newspapers and periodicals met at Geneva on June 3rd. This body was composed of representatives of the Fiscal Committee and of the Transit Committee, and it had to study a question referred to it by the 1929 Conference on the Transport of Newspapers and Periodicals, summoned as a result of the Press Experts' Conference of 1927.

It was decided to circulate a detailed and complete questionnaire on all duties, taxes, and charges levied in each country on newspapers and periodicals. This questionnaire will be addressed to all Governments represented at the Conference on the Transport of Newspapers and Periodicals, to recognised Press Associations interested in the question, and to the regular or corresponding members of the Fiscal Committee. On the basis of the replies received, the Committee will, in accordance with the suggestion of the 1929 Conference, consider the possibility of abolishing these various charges.

The meeting was attended by M. Blau (Switzerland), Chairman; M. Dorn (Germany), M. Kneppo (Hungary), appointed by the Fiscal Committee, M. Grunbaum (Austria), M. Sinigaglia (Italy), and M. Schoeller, Director-General of the *Messageries Hachette*, Paris, appointed by the Committee on Communications and Transit. M. Masnata, President of the Intelligence Bureau of the International Technical Press Federation, attended in an advisory capacity.

## VI.—INTELLECTUAL CO-OPERATION.

### I. CONFERENCE OF INSTITUTES FOR ADVANCED INTERNATIONAL STUDIES.

The fourth annual meeting of the Conference of Institutes for the Scientific Study of International Relations, organised by the Institute of Intellectual Co-operation, was held in Copenhagen at the invitation of the Danish Institute of History and Economics. The Conference was attended by representatives of four international institutes and eight national institutes, and by observers from three other countries, under the presidency of M. Munch, the Danish Foreign Minister.

After considering the proposals submitted by Professor Arnold J. Toynbee, of the Royal Institute of International Affairs, in London, it was unanimously decided to undertake a series of joint studies on problems of "State and Business." The various national institutes or groups of institutes would at their annual meetings submit scientific exposés on a list of selected topics of international interest.

The Conference also considered a scheme for the exchange of lecturers between the institutes represented, with a view to the impartial exposition of present-day international ques-

tions. The exchanges, it was thought, might begin with lectures on the different national points of view as regards disarmament.

## 2. MEETING OF LIBRARY EXPERTS.

The Committee of Library Experts met from June 4th to 6th at the Institute of Intellectual Co-operation in Paris. In the absence of Dr. Cowley, Director of the Bodleian Library, Dr. Krüss, Director-General of the Prussian State Library and member of the Executive Committee of the Committee on Intellectual Co-operation, was elected to the Chair. The meeting was further attended by M. A. Boselli, Director of the University Library, Bologna; M. J. Cain, Director-General of the National Library, Paris; M. J. Collijn, Director of the Royal Library at Stockholm; M. A. Esdaille, Secretary of the British Museum, Editor of the Library Association Record, London; M. Godet, Director of the Swiss National Library, Berne; M. J. Muszkowski, Director of the Krasinski Library, Warsaw; M. T. P. Sevensma, Director of the League of Nations Library, Geneva; Mr. A. Pollard, President of the International Bibliographical Institute, London; M. F. Donker-Duyvis, Honorary Secretary of the Committee on Decimal Classification of the

International Bibliographical Institute, The Hague; and Dr. Prinzhorn, President of the *Ausschuss für Zeitschriftengestaltung*, Director of the Library of the Higher Technical School, Danzig.

The Committee dealt mainly with the question of workers' recreation, and the part to be played by public libraries in solving this problem.

This question is one which, owing to the considerable reduction in working hours in most industrial countries, is in the forefront of present-day social preoccupations.

Last March the International Labour Office asked the Institute of Intellectual Co-operation to assist in collecting information on public libraries in various countries. The Institute has begun its inquiry, approaching both national committees and qualified international organisations.

The programme of the inquiry was laid before the Library Experts, who decided that the information should be submitted to one or more experts, nationals of States with a special interest in the question, who, in co-operation with the Institute, would draw up a report summarising the inquiry and giving prominence to the most practical solutions reached in regard to this problem.

## VII.—ADMINISTRATIVE QUESTIONS.

### MANDATES.

The twentieth ordinary session of the Permanent Mandates Commission was held at Geneva from June 9th to 27th. The Commission examined the annual reports of the Mandatories for Palestine (Great Britain), Syria (France), South-West Africa (Union of South Africa), Nauru (British Empire), and New Guinea (Australia). The examination of the annual reports on Tanganyika, Togoland, and the Cameroons under French Mandate had been postponed to the autumn session by agreement between the Chairman and the Mandatory Powers concerned, in order to leave more time for the consideration of several points which required prolonged discussion.

The French Government was represented by M. Robert de Caix, former Secretary-General of the Syrian High Commission; the British Government by Dr. T. Drummond Shiels, Parliamentary Under-Secretary of State for the Colonies; Mr. M. A. Young, Chief Secretary to the Palestine Government; and Mr. R. V. Bernon and Mr. O. G. R. Williams of the Colonial Office; the Union of South Africa by Mr. Charles T. de Water, High Commissioner for the Union of South Africa, London; Major F. F.

Pienaar, accredited representative of the Union of South Africa to the League of Nations; Australia by Mr. J. R. Collins, Official Secretary and Financial Adviser at Australia House, London.

In addition to the annual reports, the Commission considered a special report on the progress made by Iraq under the mandate regime from 1920 to 1931, at the request of the British Government, which was represented by Lt.-Colonel Sir Francis H. Humphrys, Commissioner for Iraq; Major H. W. Young, Counsellor to the High Commissioner for Iraq; and by Mr. R. V. Vernon, and Mr. I. H. Hall, of the Colonial Office.

Finally, consideration was given to two general questions having to do with the mandates system as a whole. The first pertained to the general conditions that must be fulfilled before the Mandate regime can be brought to an end in respect of a country placed under that regime. This problem, which was referred to the Commission by the Council resolution of January 13th, 1930, had already been considered at the eighteenth and nineteenth sessions. In its resolution of January 22nd, 1931, the Council stated that it was the general

problem which it intended should be studied, not the particular case in connection with which the question had been raised, and requested the Commission to continue its inquiries on the general aspect of the problem. The British representative, at the same meeting, expressed the hope that the Commission would make definite recommendations on this question during its twentieth session.

The second general question concerned the application to mandated territories of general and special conventions concluded under the auspices of the League.

The Commission re-elected Marquis Theodoli as Chairman and M. Van Rees as Vice-Chairman.\*

This session was attended by Mlle. V. Dannevig (Norwegian), M. L. Ruppel (German), Lord Lugard (British), M. M. Merlin (French), M. Pierre Orts (Belgian), M. L. Palacios (Spanish), Count Penha Garcia (Portuguese), M. William Rappard (Swiss), M. D. Van Rees (Netherlands), Marquis Theodoli (Italian), Mr. Weaver, representing the International Labour Organisation.

## VIII.—SOCIAL AND HUMANITARIAN QUESTIONS.

### REFUGEES.

The Nansen International Office for Refugees has been informed by the Norwegian Government that the sum of 250,000 Norwegian

crowns, which had been placed at Dr. Nansen's disposal, has been transferred to the International Office as a contribution to its work for refugees.

## IX.—PUBLICATIONS AND LIBRARY QUESTIONS.

### ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL WORKS ON THE LEAGUE OF NATIONS CATALOGUED IN THE LEAGUE LIBRARY IN MAY, 1931.

FEINBERG, N.

La juridiction de la Cour Permanente de Justice dans le système de la protection internationale des minorités. Paris, Rousseau, 1931. 215 pp.

Detailed historical account and analysis of the clause concerning the Court in international instruments for the protection of minorities. Competence of the Court *ratione personae* and *ratione materiae*. Advisory and judicial functions of the Court in regard to minorities. Conflict of jurisdiction between the Court and the Council with regard to minorities.

FRANCESCO, G. M. DE.

La natura giuridica dei mandati internazionali. Pavia, Tipografia cooperativa, 1926. 130 pp.

Historical outline of Article 22 of the Covenant. To whom does the sovereignty of mandated territories belong? Allocation of mandates and conditions relating to mandates. Juridical character of mandates and their relationship with existing institutions, such as protectorates, dependencies, etc.

MONEY, SIR L. G.

Can war be averted? London, Thornton Butterworth, Ltd., 1931. 273 pp.

The foreign policy of the Great Powers of the world and the maintenance of peace. The failure of the League to embody the Kellogg Pact in the Covenant, and the fact that it supports the *status quo* is, in the author's opinion, the main cause of the League's weakness.

O'Zoux, R.

Les Etats du Levant sous mandat français. Paris, Librairie Larose, 1931. 329 pp.

Particulars of the country and its inhabitants. Political and administrative organisation. Economic life. Full bibliography.

### PERMANENT COURT OF INTERNATIONAL JUSTICE.

Handbuch der Entscheidungen des Ständigen internationalen Gerichtshofs. Répertoire des décisions de la Cour permanente de justice internationale. Digest of the decisions of the Permanent Court of International Justice, 1922-1930. Berlin, C. Heymann, 1931. 260 pp. (Fontes juris gentium, Series A, Sectio I. Tomus 1.)

Systematic arrangement of the most important rules of law pronounced by the Permanent Court and published in series A and D of its publications. Work published in French and English with prefaces, index and headings in German.

\* An account of the conclusions reached will be given in a later issue of the Monthly Summary, following the submission of the Commission's report to the Council.

RICHARDSON, J. H.

Economic disarmament; a study on international co-operation. London, G. Allen and Unwin, Ltd., 1931. 224 pp.

Outline of the work carried out more particularly by the League of Nations in the financial and social domain with a view to facilitating international economic relations.

### X.—FORTHCOMING EVENTS.

August 10th.—Permanent Central Opium Board, Geneva.

August 18th.—European Committee of Economic Experts, Geneva.

August 27th.—Gold Delegation of the Financial Committee, Geneva.

September 1st.—Sixty-fourth Session of the Council, Geneva.

September 3rd.—Commission of Inquiry for European Union, Geneva.

September 3rd.—Financial Committee, Geneva.

September 7th.—Twelfth Assembly of the League of Nations, Geneva.

September 15th.—Supervisory Commission, Geneva.

October 15th.—Committee of Coal Experts, Geneva.

October 20th.—Economic Committee, Geneva.

October 26th.—Economic Consultative Committee, Geneva.

October 26th.—Fourth General Conference on Communications and Transit, Geneva.

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# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## I. NEXT SESSION.

The twenty-second (extraordinary) session of the Court will open on July 16th. The Court will first of all take the question concerning the customs regime between Germany and Austria (Protocol of March 19th, 1931) submitted to it by the Council for an advisory opinion. The first public hearing will take place on July 20th.

## 2. CUSTOMS REGIME BETWEEN GERMANY AND AUSTRIA.

On May 29th, the special and direct communication provided for by Article 73 of the Rules of Court was despatched by the Registrar to Germany and to the States bound either by Protocol No. 1 of October 4th, 1922, relating to the restoration of Austria or by the Treaty of Peace of St. Germain, *i.e.*, Australia, Austria, Belgium, Canada, China, Great Britain, Czechoslovakia, Cuba, France, Germany, Greece, Italy, Nicaragua, New Zealand, Poland, Portugal, Roumania, Spain, Siam, South African Union, Yugoslavia.

By July 1st replies had been received from the Australian, Austrian, Belgium, Czechoslovak, French, German, British, Greek, Italian, New Zealand, Polish, Portuguese, Roumanian, Spanish, and Yugoslav Governments.

The German Government intimated that it intended to submit to the Court a written statement and that, when the time came, its representative would make an oral statement. It appointed as its agent Dr. Viktor Bruns, Professor of Law at the University of Berlin, Director of the Institute of Foreign Public Law and of International Law.

The Austrian Government stated that it intended to avail itself of the option accorded to it, and would file a written statement and comment orally in Court upon the statements of other States. It appointed as its agent Dr. Erich Kaufmann, Professor of Law at the Universities of Bonn and Berlin.

The French Government said that it had decided to file a written memorial and also intended to submit an oral statement. It appointed as its agent M. Jules Basdevant, Professor of the Faculty of Law at Paris; and, as its counsel, M. Paul Boncour, deputy, former minister and advocate before the Court of Appeal of Paris.

The Italian Government reserved the right

to file a written statement and announced that its agent would be M. Pilotti, First President of a Court of Appeal, legal adviser to the Ministry of Foreign Affairs; furthermore, it has appointed as counsel M. Scialoja, Minister of State, former Minister for Foreign Affairs, President of the Accademia Reale dei Lincei, Senator, professor at the University of Rome, and M. Pilotti, as its Agent.

The Czechoslovak Government appointed as its agent M. Miroslav Plesinger-Bozinov, Czechoslovak Minister at The Hague. With regard to the filing of a written statement under Article 73, No. 1, para. 2, of the Rules of Court, the Czechoslovak agent has intimated that he will send the various documents to the Registrar of the Court "as soon as the Czechoslovak Government has made its arrangements in regard to the matter." The Czechoslovak Government will also submit an oral statement.

The Australian, Belgian, British, Greek, New Zealand, Polish, Portuguese, Roumanian, Spanish, and Yugoslav Governments stated that they did not desire to submit their views either orally or in writing.

## 3. RAILWAY TRAFFIC BETWEEN LITHUANIA AND POLAND—RAILWAY SECTOR LANDWAROW-KAISIADORYS.

The Lithuanian and Polish Governments each filed a written statement within the time-limit, which expired on June 1st, 1931.

## 4. TREATMENT OF POLISH NATIONALS, &C., IN THE DANZIG TERRITORY.

The Danzig and Polish Governments were informed by a special and direct communication (Rules Art. 73, No. 1, para. 2) that the Court would be prepared to receive written statements from them on the questions submitted to it, and to hear oral statements on their behalf on the same subject.

Furthermore, all parties to the Treaty of Versailles received a communication drawing their attention to the right reserved to them under the Rules of Court (Article 73, No. 1, para. 3) to express their desire, subject to the decision of the Court, to submit a written statement or to be accorded a hearing.

On June 1st, the President of the Court made an Order fixing the time-limits for the written proceedings. The Order fixed September 17th as the date for the filing of a written statement and October 15th as the date for the filing of a second memorial if this was desired. The times have been calculated so

\* This Chapter has been prepared with the aid of information furnished by the Registry of the Court.



as to enable the Court to give the opinion in sufficient time before the Council session of January, 1932.

The Polish Government announced on June 8th that it wished to file a written statement and also to present its views on the case orally. It appointed as its agent M. Włodzimierz Moderow, representative at Danzig of the General State Litigation Office.

#### 5. LONG LEAVE FOR ORDINARY JUDGES.

In pursuance of the terms of Article 27, section 5, of the Rules of Court, the Court on May 13th, 1931, adopted the following roster for the long leaves to be granted to the ordinary judges :—

M. Adatci, from December, 1931, to May, 1932.

M. Urrutia, from July, 1932, to December, 1932.

M. Guerrero, from December, 1932, to May, 1933.

It was expressly understood that the roster thus adopted was only of a provisional character, more especially in that it mentioned the names of three judges only.

It was also emphasised—in accordance with the tenour of the records of the preparation of the Rules—that the roster simply established a right to such leave on the part of the judges mentioned therein, but left them free not to make use of the right, should they see fit.

#### 6. REVISION OF THE RULES OF COURT.

On May 12th, 1931, the Court adopted the following resolution :—

The Court, in order methodically to examine the Rules of Court with a view to revision, decides to adopt the following rules :

(a) Determine the subjects to be examined.

(b) Entrust each subject to a committee of three or four judges.

(c) Each committee to appoint a rapporteur to submit a report to it at a subsequent session.

(d) Each committee, after discussion of the report, to propose to the Court such modifications as it may consider it desirable to make.

(e) Members of the Court to be able to make any observations and propose any amendments which they may think useful and necessary in regard to the committee's report.

On the same date, in accordance with (a) of this decision, the Court determined the subjects to be examined and decided to create four committees. It also decided to appoint a co-ordinating committee consisting of the rapporteurs of these four committees with its President as Chairman.

Subsequently, the Court fixed the composition of the four committees.

#### 7. PROTOCOL OF SIGNATURE OF THE COURT STATUTE (DECEMBER 16TH, 1920).

This Protocol has been ratified by Persia; the ratification was deposited on April 25th, 1931.

#### 8. THE OPTIONAL CLAUSE.

This Clause was ratified by Roumania on June 9th, 1931.

#### 9. PROTOCOLS OF SEPTEMBER 14TH, 1929.

These Protocols were ratified by Bulgaria on April 27th, 1931; by France on May 8th, 1931; by Italy on April 2nd, 1931; and by Persia on April 25th, 1931.

#### 10. COMMUNICATION OF TREATIES.

Since April 1st, 1931, the following treaties and agreements have been filed with the Registry :—

Date of Filing.	Nature of Instrument.	Date of Signature.	Signatories.
April 23rd, 1931 ..	Convention of Judicial Settlement, Arbitration and Conciliation.	8.3.30	Lithuania and Czechoslovakia.
May 27th, 1931 ..	Treaty of Arbitration and Conciliation.	10.3.28	France and Netherlands.
May 27th, 1931 ..	Treaty of Judicial Settlement, Arbitration and Conciliation.	17.9.29	Luxemburg and Netherlands.
May 27th, 1931 ..	Treaty of Commerce and Navigation	28.3.29	Austria and Netherlands.

Date of Filing.	Nature of Instrument.	Date of Signature.	Signatories.
May 27th, 1931 ..	Treaty of Judicial Settlement, Arbitration and Conciliation.	14.9.29	Netherlands and Czechoslovakia.
June 8th, 1931 ..	Treaty of Conciliation and Arbitration.	5.5.30	Greece and Hungary.
June 10th, 1931 ..	Treaty of Judicial Settlement, Arbitration and Conciliation.	11.3.31	Netherlands and Yugoslavia.
June 19th, 1931 ..	Treaty of Conciliation and Arbitration.	5.4.28	Denmark and Haiti.
June 19th, 1931 ..	Treaty of Arbitration .. ..	28.2.30	Denmark and Latvia.
June 19th, 1931 ..	Convention Concerning Procedure for Settlement of Disputes.	27.6.30	Denmark and Iceland.
June 19th, 1931 ..	Treaty of Conciliation, Judicial Settlement and Arbitration.	26.8.29	Spain and Iceland.
June 22nd, 1931 ..	Convention of Judicial Settlement, Arbitration and Conciliation.	2.10.29	Finland and Czechoslovakia
June 26th, 1931 ..	Treaty of Arbitration and Conciliation.	16.2.31	United States of America and Switzerland.

## TENDERS FOR SUPPLIES

### TO THE SECRETARIAT OF THE LEAGUE OF NATIONS, GENEVA.

Tenders are invited for the supply of the following articles :

Stencil-, duplicating-, printing-, writing-, type-writing,  
packing and carbon-paper, envelopes, etc.

Closing date : September 30th, 1931.

Particulars may be obtained from the Secretariat of the League of Nations,  
Geneva.

## DOCUMENTS ON OPIUM AND OTHER DANGEROUS DRUGS.

*Just Out.*

### CONFERENCE ON THE LIMITATION OF THE MANUFACTURE OF NARCOTIC DRUGS.

#### SCHEME FOR LIMITING THE OUTPUT OF MANUFACTURED DRUGS.

Submitted by Mr. C. K. Crane.

(Ser. L. o. N. P., 1931. XI., 6)

13 pages .. .. . Price: 6d.

This scheme, submitted by Mr. C. K. Crane and forwarded by the Government of the United States of America through the Government of the Netherlands as being likely to be of interest to the other parties to the Hague Opium Convention, has been communicated to the Members of the League of Nations, to the parties to the Hague Convention and to the States invited to the Conference on the Limitation of the Manufacture of Dangerous Drugs.

### ANALYSIS OF THE INTERNATIONAL TRADE IN MORPHINE, DIACETYLMORPHINE AND COCAINE FOR THE YEARS 1925-1929.

#### PART I.

(French and English Text) (Ser. L. o. N. P., 1931. XI., 5 (i))

215 pages .. .. . Price: 7s.6d. \$2.00

#### PART II.

#### GENERAL ANALYSIS.

#### MORPHINE AND DIACETYLMORPHINE.

(Ser. L. o. N. P., 1931. XI., 5 (ii))

68 pages .. .. . Price: 2s. 6d. \$0.60

In this document an attempt is made by means of an exhaustive analysis of the trade in narcotic drugs as a whole, and particularly of the exports, to indicate the amounts of morphine and its derivatives (salts, esters and ethers) of each manufacturing country which have found their way, or may be strongly suspected of having found their way, into the illicit traffic. One chapter—the second—throws light upon the problem as to how much morphine has passed into the illicit traffic in the form of morphine-esters and also upon the problem of the world's real needs as regards morphine for conversion into codeine.

In a separate chapter—the third—an attempt is made to arrive at some conclusions as to the world's maximum legitimate requirements in morphine (as such), diacetylmorphine, codeine and other morphine derivatives in recent years.

Some of the outstanding statistical difficulties encountered in the course of the analysis, concerning the statistics of manufacture, Import and Export, Consumption, Stocks and Seizures are dealt with in the first chapter.

*In the Press.*

#### PART III.

#### COCAINE.

(Ser. L. o. N. P., 1931. XI., 5 (iii))

35 pages .. .. . Price: About 1s. 6d.

This document is a continuation of the Analysis of the International Traffic and deals with Cocaine, whereas Part II. of Conf. L.F.S. 3 (i) (Ser. L. o. N. P., XI., 1931. 5 (ii)) deals with Morphine and Diacetylmorphine. The document gives, further, an estimate of the world's maximum needs of Cocaine and figures of the amounts of cocaine actually manufactured, and quantities known to have passed into the illicit traffic.

*Published Previously.*

### PERMANENT CENTRAL OPIUM BOARD. A B C OF NARCOTIC DRUGS.

By Dr. O. Anselmino.

(Ser. L. o. N. P., 1931: XII)

48 pages .. .. . Price: 1s. 3d.

This is a study of general interest on narcotics: their nomenclature and definition; the origin and production of the raw material; manufacture and transformation; use in medicine and abuses; international Conventions and international organs dealing with the problems of opium and other dangerous drugs.

*Complete Catalogue sent free on application.*

# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XI., No. 7.

JULY, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month, July, 1931</i>	171	VIII. <i>Publications and Library Questions :</i>	
II. <i>Arbitration, Security, Reduction of Armaments :</i>		1. Recent Publications :	
Particulars of the Position of Armaments in the various countries . . . . .	172	(a) The Agricultural Crisis . . . . .	185
III. <i>Commission of Inquiry for European Union :</i>		(b) The Statistical Year-Book of the League of Nations . . . . .	186
Meeting of the Unemployment Committee . . . . .	172	(c) Armaments Year-Book . . . . .	187
IV. <i>Legal and Constitutional Questions :</i>		2. Forthcoming Publications . . . . .	187
International Engagements, Registration . . . . .	173	3. Annotated Bibliography of Works catalogued in the League Library . . . . .	188
V. <i>The Technical Organisations :</i>		IX. <i>Forthcoming Events</i> . . . . .	189
1. The Health Organisation :			
Conference on Rural Hygiene . . . . .	174	<i>The Permanent Court of International Justice.</i>	
2. The Economic and Financial Organisation :		1. Twenty-Second (Extraordinary) Session . . . . .	190
Meeting of Representatives of National Economic Councils and National Institutes of Economic Research . . . . .	175	2. The Customs Régime between Austria and Germany . . . . .	190
VI. <i>Intellectual Co-operation</i> . . . . .	175	3. Railway Traffic between Lithuania and Poland . . . . .	190
VII. <i>Social and Humanitarian Questions :</i>		4. Treatment of Polish Nationals in the Territory of the Free City of Danzig . . . . .	190
Conference on the Limitation of the Manufacture of Narcotic Drugs . . . . .	183	5. The Eastern Greenland Case . . . . .	190
		6. Free Zones of Upper Savoy and the District of Gex . . . . .	191
		<i>Annex.—Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs</i> . . . . .	192

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

July, 1931.

The question of intellectual co-operation was dealt with by the League at meetings lasting nearly throughout July. The International Committee on Intellectual Co-operation held, towards the end of the month, its annual session, which was preceded by meetings of experts on the instruction of youth in the aims of the League, of scientific advisers, and the Permanent Arts and Letters Committee.

Another important event was the close of the Conference on the Limitation of Drug Manufacture and the signature by thirty-six

States of a convention for limiting the manufacture and regulating the distribution of narcotic drugs.

The League pursued its inquiry into the economic depression. The Sub-Committee appointed by the Commission of Inquiry for European Union to consider unemployment questions and the international placing of work met from July 1st to July 3rd. On July 2nd, the representatives of the National Economic Councils and Economic Research Institutes who met at Geneva at the beginning of March held a second session.

## II.—ARBITRATION, SECURITY, REDUCTION OF ARMAMENTS.

### PARTICULARS OF THE POSITION OF ARMAMENTS IN THE VARIOUS COUNTRIES.

#### *Communications from the Belgian and French Governments.*

During July replies were received from the Belgian and French Governments to the request made by the Council at its January and May sessions for particulars concerning the position of armaments in the various countries.

(a) *Communication from the Belgian Government.*—The Belgian Government expresses its entire agreement with the British Government as to the advisability, with a view to the preparation for the Disarmament Conference, of adopting, as far as possible, a uniform method for the communication of information on the present position of armaments. It accordingly utilises the tables annexed to the draft Convention drawn up by the Preparatory Commission for the Disarmament Conference, adding certain supplementary information and explanatory comments to the figures inserted in the tables, so as to make them quite comprehensible and to avoid misunderstanding.

(b) *Communication from the French Government.*—The French Government forwards to the Secretariat, subject to further possible communications, a memorandum "setting forth the efforts already made by France in the direction of armament reduction, together with the views of the French Government as to the work of the 1932 Conference."

After a brief analysis of the treaty texts relating to the reduction of armaments (Article 8 of the Covenant; Part V. of the Peace Treaties

of 1919), the Memorandum concludes that each State must have sufficient armaments to protect itself against aggression until "a common action" can begin to function. The strict observance of the standards of forces laid down by the Peace Treaties for four Powers is one of the essential prerequisites of the limitation of armaments; but such limitation should not necessarily be effected according to the methods laid down for these four Powers, but should have regard to the national security and special circumstances of each State.

The Memorandum adds that since 1921 the French Government has proceeded to considerable reductions of armaments, taking into account the progress achieved in the organisation of security, in particular by the Locarno Agreements. The Disarmament Conference will have to ascertain that an equivalent effort has been made by every Government. Its task will be to seek a political solution rather than a technical one, for it is the entire international situation that must be altered.

In conclusion, the Memorandum draws attention to the fact that France is prepared to collaborate in any system for the general organisation of peace that would enable each State to determine further reductions of armaments.

\* \* \*

In accordance with the desire expressed by the Belgian and French Governments, their communications have been circulated to the Members of the League, and to the non-Member States invited to the Conference.

## III.—COMMISSION OF INQUIRY FOR EUROPEAN UNION.

### MEETING OF THE UNEMPLOYMENT COMMITTEE.

The Unemployment Committee appointed by the Commission of Inquiry for European Union to study "the problem of unemployment and, in particular, the possibility of developing forthwith the international distribution of labour and emigration of workers in Europe" met at Geneva on July 1st and 2nd.\* Its meetings were held at the International Labour Office.

This Committee is composed of six members of the Commission of Inquiry for European Union and six members of the Governing Body of the International Labour Office.† At the

request of the Governing Body, and with the consent of the Committee, a representative of France, as an immigration country, took part in the deliberations.

The Committee elected M. de Michelis (Italy) to the Chair.

The discussion bore upon three main points: (1) the co-ordination of the experience gathered by European national labour exchanges a proposal submitted by the International Labour Office; (2) schemes for public works submitted by several Governments; (3) a proposal of the International Institute of Agriculture for a better use of all factors of production.

After a short general discussion, the Committee constituted three Sub-Committees—on placing work, public works, and co-operation of factors of production. These bodies submitted

\* See Monthly Summary, Vol. XI, No. 5, p. 126.

† The six States represented are Austria, Great Britain, Czechoslovakia, Denmark, Germany, and Yugoslavia.

resolutions, unanimously adopted by the Committee, which read as follows :

" The Unemployment Committee,

in view of the necessity of favouring such international migration of workers as is capable of balancing within Europe as exactly and rapidly as possible the vacancies and the employment required which cannot be balanced within countries where they occur,

recommends the development of the policy already entered into by several countries of Europe—that of bilateral agreements—to organise the exchange of workers and in particular the recruiting of workers in one country for their employment in another, and to assure to the workers thus recruited equality of treatment with nationals, and also suitable recruiting and living conditions,

and requests the Commission of Inquiry for European Union to submit to the Council of the League of Nations the following proposals :

(1) That a technical placing Conference shall be convoked through the International Labour Office in the near future ;

(2) That Governments shall be asked to send experts on placing as delegates to this Conference ;

(3) The object of the Conference being an investigation into the means by which a co-ordination of the national placing services on a European scale could be established, that its agenda shall be as follows :

(a) Organisation of a permanent clearing house of information on the state of the labour market and the creation of the necessary international institutions ;

(b) Means of facilitating bilateral relations between the various national placing systems for the actual transference of labour from one country to another ;

(c) Comparison of the methods of placing in force in the various countries.

(4) That a temporary secretariat (composed of a member of section, a clerk and a shorthand typist) shall be established at the International Labour Office to prepare for the Conference."

" The Unemployment Committee,

having taken note of the schemes for public works communicated to the International Labour Office by several Governments,

observes that these schemes, taken as a whole, are capable of providing employment for a large number of workers, not only in the actual execution of the works, but also by securing orders for numerous industries ;

is of opinion that the execution of such schemes would offer a valuable channel for the use of capital now lying idle, and so contribute to a diminution of unemployment and to a general business recovery ;

and, considering that a policy of co-operation in public works would contribute to the harmonious development of the economic resources of Europe, and would take account continuously of the situation of the labour market, with a view to increasing the stability of employment ;

requests the Credit Problems Committee to investigate urgently the means of securing the permanent international co-operation necessary to facilitate the execution of any works which may be recognised as favourable to the economic development of Europe, and to promote a policy of long-term credits which may inspire the confidence indispensable to lenders and secure favourable conditions to borrowers."

" The Unemployment Committee was also instructed to study the proposal made by the International Institute of Agriculture for a better use of all the elements of production.

It considers that the economic equilibrium of Europe would be better re-established if the surplus population which it cannot empty could be used for the exploitation of the territories which are in a position to absorb it usefully. In this way it would be possible to give to the potential economic development of the world its whole force of expansion and improvement.

But the problem of the transfer of the surplus active population is closely related to the search for territories which are suitable for the rational settlement of groups of human beings, economically equipped for the purpose, for land development, the exploitation of the sub-soil, the development of commercial and industrial activities arising therefrom, and also for increasing the purchasing power of the native populations and the constitution of fresh markets for the production not only of Europe, but of the whole world.

Such a programme, which must have its *raison d'être* and its basis in international co-operation, requires the support of capital and of credits. It would, therefore, be necessary for the international policy of credits which has been proposed for other works of economic development to be adopted in this field as well.

The Committee has given its approval in principle to the programme referred to in the first paragraph above. Having noted that a more exhaustive inquiry with a view to putting this programme into operation must necessarily have a scope greater than that of Europe, it decides to suggest that the Commission of Inquiry for European Union should propose to the Council to refer the matter to its competent bodies, in order that the question may be studied with a view to practical achievements. For these studies it would be desirable to invite the co-operation of the International Institute of Agriculture."

#### IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

##### INTERNATIONAL ENGAGEMENTS.

###### *Registrations.*

The international engagements registered with the League in July include the following treaties and agreements :

A Treaty of friendship, conciliation, arbitration and judicial settlement between Austria and Greece (Vienna, June 26th, 1930), deposited by Greece ;

A Convention between Great Britain and Northern Ireland and Mexico, additional to that of November 19th, 1926, concerning the British claims resulting from revolutionary incidents in Mexico (Mexico, December 5th, 1930), deposited by Great Britain ;

A Convention between Austria, Hungary, Poland, Roumania, the Kingdom of the Serbs, Croats and Slovenes and Czechoslovakia

concerning the settlement of questions relating to the transfer of claims and deposits of nationals of former Hungarian and Austrian territories as regards the Royal Hungarian Postal Savings Bank; and an Agreement between Roumania, the Kingdom of the Serbs, Croats and Slovenes and Czechoslovakia regulating the distribution of the cover placed at their disposal under Articles 10 and 11 of the Convention (Budapest, November 7th, 1922), deposited by Yugo-slavia;

Treaties of commerce and navigation between Roumania and Czechoslovakia (Strbske-Pleso, June 27th, 1930), between Iceland and Lithuania (Kaunas, June 21st, 1930), and Norway and Roumania (Bucarest, June 21st, 1930);

A Treaty of establishment, commerce and navigation between Denmark and Turkey (Ankara, May 31st, 1930); a Treaty of friendship and commerce between Germany and Haiti (Port au Prince, March 10th, 1930); and a consular Convention between Poland and Roumania (Bucarest, December 17th, 1929);

An exchange of notes between Germany and the United States embodying a Treaty for the exemption from taxation of shipping profits (Berlin, September 5th, October 8th, 1923, January 19th, May 5th, September 3rd, November 29th, December 11th, 1924, and March 20th, 1925);

An extradition Treaty between Germany and the United States (Berlin, July 12th, 1930); an Agreement on extradition and judicial assistance in penal matters between Germany and Denmark (Copenhagen, June 23rd, 1930);

A postal Convention between India and the French Settlements in India (Pondicherry, March 7th, 1931);

An exchange of notes between Great Britain and Northern Ireland, Canada, Australia, New Zealand, the South African Union, India and Italy concerning identity papers for aircraft personnel (London, April 13th, 1931);

A Convention between Poland and Roumania concerning local frontier traffic (Warsaw, December 7th, 1929);

A Convention between Poland and Czechoslovakia concerning fishery and the protection of fish in frontier waters (Cattowitz, February 18th, 1928);

An Agreement between Belgium and Estonia concerning the settlement of customs relations between Estonia and the Belgian colonies (Riga, April 23rd and 24th, 1931);

A Convention between Belgium and Luxembourg establishing community of revenue as regards excise duty on alcohol (Brussels, May 18th, 1929).

## V.—THE TECHNICAL ORGANISATIONS.

### I. THE HEALTH ORGANISATION.

#### *Conference on Rural Hygiene.*

The Conference on Rural Hygiene met at Geneva from June 29th to July 7th, under the presidency of Professor Pittaluga (Spain).\*

In addition to the three Committees appointed to study the questions on the agenda, the Conference set up a fourth Committee—on resolutions—to select suggestions that might be studied by a future conference or by the Health Organisation.

The First Committee—Medical Assistance in Rural Districts—began by defining medical assistance, which it considered should include both preventive and curative methods. It also discussed the question of the sanitary staff providing such assistance, as well as the administrative and technical conditions that must be fulfilled, and indicated how to secure efficacious medical assistance, laying special emphasis on health insurance and on the necessity of close co-operation between administrative and technical services.

The Second Committee considered the two principal forms of rural health organisation:

administration of local services by the State, and health administration under the responsibility of the local authorities, the State's functions being purely supervisory. It made recommendations concerning health officers and health programmes in rural districts. Special attention was devoted to rural health centres (primary and secondary centres, definition, organisation, staff and equipment).

The Third Committee dealt with the question of sanitation in rural districts. The most important problems considered were the elimination of waste products, water supply, housing in rural districts and sanitation.

The reports of the three Committees were unanimously adopted by the Conference.

The Fourth Committee drew up a programme of study for health institutes, which includes the following questions:

- (a) public health nursing schools;
- (b) training of sanitary engineers;
- (c) cost of rural health and medical services;
- (d) rural sanitation;
- (e) housing in rural districts;
- (f) rapid transport of sick in rural districts;
- (g) close co-operation between public health

\* See Monthly Summary, Vol. XI, No. 6, p. 156.

and assistance authorities, architects, agricultural experts, medical officers, etc.

Directors of schools of hygiene also met during the Conference to prepare a list of the problems that might be studied by their schools.

The five principal suggestions concerned milk in rural districts; typhoid notification; use of manure and anti-fly measures; cost of sanitary equipment; methods of analysis and testing; testing of water-supply and of waste products used in various countries.

The Conference was attended by delegates of the Health Committee, the International Labour Office, and certain German social insurance companies, as well as by several observers from non-European countries. It heard communications from representatives of private health insurance companies.

The Conference took note of a statement by Professor Miyajima (Japan) emphasising the importance for non-European States of the results obtained, and the desire of those countries to turn them to account in the development of their national organisations.

At the final meeting all the delegates expressed their satisfaction at the unanimously adopted resolutions. The President, M. Pittaluga, emphasised the cordial spirit of international co-operation shown by members of the Conference, expressing the hope that delegates, on their return home, would submit the Conference's recommendations to their Governments, so that they might take them into consideration when organising their health services.

"I am sure," he said, "that the Conference marks a great step forward in the organisation of medical assistance in rural districts. For the first time medical officers, engineers, agricultural experts and administrators have come together to discuss the question of the organisation of rural life and the welfare of rural populations."

## 2. THE ECONOMIC AND FINANCIAL ORGANISATION.

### *Meeting of Representatives of National Economic Councils and National Institutes of Economic Research.*

A second meeting of representatives of

national economic councils and national institutes of economic research was held at Geneva from July 2nd to July 4th. M. Cahen-Salvador, Secretary of the French National Economic Council, was in the Chair.

The meeting discussed two questions: (1) the possibility of co-ordinating studies of the general causes of the periodical recurrences of economic crises; and (2) the course and phases of the present depression, and the circumstances which have led up to it.

As regards the first point, the meeting expressed the opinion that, to co-ordinate research in this field, a qualified expert should be permanently attached to the Secretariat to ensure the scientific preparation of meetings, the continuity of the work and the necessary action.

As regards the second point, the discussion, in which all present took part, was based upon a report prepared by the Secretariat for the European Commission of Inquiry on the world economic depression in so far as it affects Europe, and centred upon the relations between the depression and the variability of salaries and monopoly prices.

The following bodies were represented at the meeting: *Oesterreichisches Institut für Konjunkturforschung* (Austria); Economic Council of Belgium, Institute of Economic Science, Louvain (Belgium); Advisory Economic Council (Czechoslovakia); Institute of History and Economics (Denmark); Advisory Economic Council of Finland (Finland); National Economic Council, Statistical Institute of Paris University (France); *Reichswirtschaftsrat, Institut für Konjunkturforschung* (Germany); Hungarian Economic Research Institute (Hungary); National Council of Corporations, Statistical Institute of Rome University (Italy); Commission of Political Economy, Netherlands Economic Institute (Netherlands); Institute of Economic Research (Poland); Economic Advisory Council, London and Cambridge Economic Service (United Kingdom); Committee on Recent Economic Changes (United States).

## VI.—INTELLECTUAL CO-OPERATION.

The thirteenth session of the Committee on Intellectual Co-operation was held at Geneva from July 20th to 25th. It was preceded by meetings of a delegation of the Sub-Committee of Experts for the Instruction of Young People in the Aims of the League (July 3rd and 4th); the Permanent Arts and Letters Committee

(July 6th to 9th); the Committee of Scientific Advisers (July 17th and 18th); the Executive Committee (July 13th); the Committee of Directors of the Institute (July 16th and 17th); and the Governing Body of the Institute (July 21st).

The Committee reviewed the work of the



various Committees of Experts which met during the year, of the International Educational Cinematographic Institute, and of the Institute of Intellectual Co-operation since its re-organisation.

#### I. INSTRUCTION OF YOUNG PEOPLE IN THE AIMS OF THE LEAGUE.

A delegation of the Sub-Committee of Experts for the Instruction of Young People in the Aims of the League met at Geneva on July 3rd and 4th, under the presidency of Professor Gilbert Murray (Great Britain).

##### 1. *Scientific Study of International Relations.*

The delegation considered the work of the Committee of Representatives of the Conference of Institutes for the Scientific Study of International Relations and of the Sub-Committee for the Instruction of Young People in the Aims of the League. The object of this meeting was to discover in how far the institutes could assist in instructing young people in the aims of the League.

The delegation noted that the various institutes did not all pursue the same object; some of them were teaching bodies, others were, to some extent, groups of scientists or academical bodies. It accordingly decided to institute an inquiry with a view to defining the part that they might play in the instruction in question.

2. *Revision of School Books.*—The question of the revision of school manuals with a view to the rectification of passages detrimental to friendly international relations was also considered. The delegation had before it a memorandum prepared by the Institute of Intellectual Co-operation as a basis for an inquiry concerning such a revision. This document explains and analyses information regarding the compilation of school manuals and their distribution among the different classes. It emphasises the difficulties encountered in the suppression of doubtful passages. It recalls that several countries and almost all educational and historical associations have multiplied their efforts in this direction, and important results have been obtained. But it must be remembered that, in numerous cases, the resolutions and recommendations adopted have no practical value or are not applied. It draws attention to the fortunate results obtained where governments and administrations have taken action, but the number of such cases is comparatively small.

In conclusion, the Institute draws attention to the numerous suggestions made by important international associations, such as the creation of a library of school manuals, the consultation by authors of historians in various countries,

the publication of letters from readers in various countries, and of selected passages from the best works of international literature, etc.

The problem with which the delegation has to cope is the instruction of children, especially in countries where history and civics are not separate branches, in the characteristic features of their race and country but, at the same time, the presenting of those of other nations in the most favourable light, so as to inculcate a feeling of goodwill towards mankind in general, without which the whole notion of peace is a dead letter.

The delegation expressed the opinion that there was a world movement in favour of the instruction of young people in the aims of the League, and decided to forward the report of the Institute to a special committee of historians, educational experts, representatives of institutes for the scientific study of international relations and members of the sub-committee of experts. This committee will be instructed to propose methods for the revision of school books.

3. *Libraries and Publications.*—The delegation considered the role of libraries and publications. It noted the conclusions reached by directors of important libraries who had met at the Institute from June 4th to 6th. They had expressed a desire that libraries might give more space to League publications, recommended the wider distribution of such publications, and the grouping of them in a special category. In certain cases these publications are available for the public on shelves in the Reading Room, which are accessible to all, and it is thought that this custom might become more general.

In view of the fact that such publications do not always appeal to the public, the experts urged that attractive and illustrated publications should be issued.

4. *Broadcasting.*—Another subject dealt with was the question of broadcasting. After considering a report from the Institute of Intellectual Co-operation, the delegation heard Mr. Burrows, Director of the International Broadcasting Union, who described the efforts of that body to stimulate the interest of the public, in particular of young people, in the work of the League.

The delegation instructed the Institute to proceed to an inquiry in co-operation with the Broadcasting Union. The inquiry would bear upon two points—the role of broadcasting in the promotion of mutual understanding between nations and its educational value in general.

5. *Educational Cinematography*.—The delegation then considered the question of the part that might be played by the educational cinematograph. It instructed the Secretariat, acting in agreement with the International Educational Cinematographic Institute and other interested organisations, to approach the producers and users of educational films with a view to obtaining information regarding the preparation of scenarios of an international character, suitable for different nations, the cost of producing such films, and the market open to them. This consultation has in view the preparation of a programme for the production, financing and distribution of educational films dealing with the history, aims and work of the League, including the International Labour Organisation and the Permanent Court of International Justice.

6. *Educational Museums*.—The delegation considered a documentary report from the Institute of Intellectual Co-operation on the role of educational museums in the instruction of young people in the aims of the League. It was of opinion that an international link should be established between museums of different countries with a view to obtaining information regarding instruction on international questions and promoting its development. It recommended that a small committee of experts should consider how museums could be used for this purpose.

7. *Educational Information Centre*.—The question of the League Educational Information Centre was then discussed. This centre has two branches, at the Geneva Secretariat and at the Paris Institute. The first assists the Secretary of the Committee on Intellectual Co-operation in preparing the work of the Sub-Committee of experts. The second studies, with a view to preparing the decisions of the International Committee or with a view to action on such decisions, educational questions of a general character and questions of method.

The delegation noted the programme of the branches for 1932. The Geneva branch proposed to study methods in force in training colleges for teachers in primary schools for the preparation of instructors in the aims and work of the League, who will accustom young people to consider international co-operation as a normal method of conducting world affairs. It will also study the question of the exchange of teachers in secondary schools.

The Paris branch will deal with the question of the creation of a link between educational museums; the revision of school books with a

view to the rectification of passages detrimental to international understanding; broadcasting and propaganda on the League; journeys and exchanges of pupils in secondary schools; the use of libraries for spreading knowledge on the League; work of important international associations; bibliography; summaries and indexing.

The meeting was attended by Professor Gilbert Murray, Professor of Greek at Oxford University; M. J. Destrée (Belgian), former Minister for Science and Arts; Madame Dreyfus-Barney (French), Vice-President of the Peace Section of the International Council of Women; M. G. Gallavresi (Italian), Professor of History at Milan University; M. Rosset (French), Director of Primary Education at the Ministry of Education; M. W. Schellberg (German), Ministerial Counsellor at the Prussian Ministry of Education; M. Seshadri (India), Director of the Santala-Pharma College, Secretary of the Inter-University Board; M. P. T. Shen (Chinese), Director of the Franco-Chinese Institute at Lyon; Professor A. Zimmern (British), Professor of International Relations at Oxford; M. Henri Bonnet, Director of the International Institute of Intellectual Co-operation.

## II. PERMANENT ARTS AND LETTERS COMMITTEE.

The Permanent Arts and Letters Committee constituted by the Assembly in 1930 met at Geneva from July 6th to July 9th.

The meeting was opened by Professor Gilbert Murray (Great Britain), Chairman of the International Committee of Intellectual Co-operation, who recalled that the Committee's main duty was to maintain human culture at the highest possible level and to bring together intellectual workers of all countries with a view to making them better acquainted with one another.

The Committee appointed as Chairman M. Jules Destrée (Belgium). M. Destrée recalled that the Assembly had maintained in another form the Sub-Committee on Arts and Letters which had existed for eight years. The Committee had been made permanent, and its field of action was practically unlimited. M. Destrée recalled the work already done in regard to translations, museums, popular arts and copyright. The new Committee was meeting for the first time and had for the moment no definite agenda. It would be called upon to adopt a method of work and to select certain subjects upon which it would first concentrate.

From the ensuing debate it appeared that the Committee's work might be considered as twofold. Its work would be technical where it endeavoured to establish and regulate relations

\* See Monthly Summary, Vol. XI., No. 4, p. 103.

between literary and artistic institutions in the various countries, but it must also be of a more general character. In the Committee's opinion, it seemed difficult to prove to the intellectual world that the League's work was of interest to it, unless it had an opportunity of discussing problems which affected its own interests; unless intellectual circles could meet under certain conditions to do real intellectual work, expound their ideas and make them known, *e.g.*, by the publication of monographs; or unless the inquiries they were asked to undertake concerned the substance of the problem and not merely procedure.

At the outset one of the main preoccupations of the Committee was to lay down the principles by which it should be guided. It considered that the League must serve as a link between those who were endeavouring to enlarge intellectual life by initiating new ideas, inventing new forms of thought and disclosing and interpreting facts.

The Committee considered that the exchange of ideas should show more order, force, and constancy. It accordingly recommended that the Committee on Intellectual Co-operation should arrange for correspondence between qualified representatives of important schools of thought on lines similar to the intellectual relations established by such means during other historical epochs; that the Committee should select the questions best suited to serve the interests of intellectual circles and of the League; that this correspondence should be published regularly; that the Committee should organise interviews between authorities on the same subject according to a definite programme (technical and intellectual questions, intellectual action and specialised research, objects of education); that the Institute should arrange for the publication of such interviews; that the Committee should study means of securing representation of intellectual circles in general life, in the social, economic and political field; and should organise meetings designed to spread a knowledge of the aims, methods and results of intellectual co-operation.

1. *Musical Records.*—The Committee noted proposals from M. Bartok and M. Capek, emphasising the importance of national or international collections of musical records. It considered that the Institute might, as a first step, collect information on existing collections of this kind. This information would be submitted to a small committee of experts which would make proposals as to the best means of using existing collections and of organising new ones.

2. *Broadcasting.*—The Committee examined a proposal by M. Capek on the value of broadcasting in spreading knowledge of the musical and artistic culture of the different countries. It asked that the Institute should study, in consultation with the International Broadcasting Union and other organisations concerned, means of preparing international broadcasting programmes.

3. *Poetry.*—The part played by poetry in intellectual life was considered. The Committee expressed the desire that the public should take more interest in this branch of literature. It suggested that the Institute should inquire in what way taste, knowledge and feeling for poetry were cultivated in schools, and should submit the results of its inquiry to the ministerial departments of the various countries. It recommended that literary institutions giving prizes for poetry should reserve some of their awards for elocution and the interpretation of poetry with the assistance of poets. This would be conducive to the more adequate appreciation of the true nature of poetry which was not merely rhyme and metre but also symbol and image. It asked broadcasting organisations to reserve in their programmes space for the recitation of poems of national and foreign literature and to pay attention to the question of elocution.

4. *The Theatre.*—The Committee also considered the possibility of international action as regards the theatre. It instructed the Institute to report on the different aspects of the problem and to draw up an agenda, setting forth the questions that might usefully be discussed.

5. *The International Museum Office.*—The Committee noted the report on the work of the International Museum Office since last October.\* It had before it a scheme for the creation of an international centre for archaeological institutes and institutes of history of art similar to the International Museum Office. It considered that international co-ordination of a similar kind between university institutes for history of art would be desirable. In order to promote discussion as to methods, instruments of work and various forms of activity, and to avoid duplication, the Committee recommended that the Committee of Intellectual Co-operation should have the scheme before it considered by a small committee of experts summoned by the Institute. The Institute would follow this work.

6. *Educational Cinematograph.*—The Committee expressed its appreciation of the value

\* See Monthly Summary, Vol. X., No. 10, p. 235.

of the educational cinema as a means of spreading knowledge of the various national cultural systems and also as a means of promoting mutual understanding between the peoples. It asked the Committee of Intellectual Co-operation to draw the attention of the International Educational Cinematographic Institute to the importance of securing by suitable methods the inclusion of an educational film in the programme of each cinematographic performance.

7. *Translation Bibliography*.—The Committee noted the recommendations of various international writers', publishers' and librarians' organisations, as well as a report from the Institute of Intellectual Co-operation, on the formation of an International Translation Bibliography. It expressed the opinion that a publication of this kind (1) would render the greatest services in the literary, artistic and scientific field; (2) might be the starting point for other endeavours to co-ordinate and systematise translation; (3) would make it possible to collect in a rational manner information for writers, publishers, translators, historians, literary critics and the readers themselves.

The Committee asked the Committee of Intellectual Co-operation to take action with a view to the early publication of an international bibliography of translations.

8. *Goethe Centenary*.—The Committee accepted the invitation of the City of Frankfurt to hold its next meeting there on the hundredth anniversary of Goethe's death. The date will be fixed later. The City of Frankfurt will organise a Universal Congress at which celebrities from various countries will make speeches on Goethe's role in the development of their countries' culture.

Mr. Thomas Mann set forth Frankfurt's claims as an artistic and literary city to be the seat of the next meeting of the Arts and Letters Committee on the occasion of the Goethe centenary.

The meeting was attended by M. Bela Bartok, Professor at Budapest Conservatoire, Composer and Conductor; M. Carel Capek, playwright and journalist; M. Costa du Rels, writer; M. Focillon, Professor of the History of Art at the Sorbonne; M. Luchaire, Director emeritus of the Institute of Intellectual Co-operation; M. Thos. Mann, writer; Mr. Masefield, British Poet Laureate; M. Ojetti, journalist and writer, member of the Italian Royal Academy; M. Oprescu, Professor at Bucarest University; M. Ostberg, architect; M. Paribeni, Italian Director of Fine Arts, member of

the Italian Royal Academy; Madame Nina Roll-Anker, writer; M. Strzygowski, Professor of History of Art at Vienna University; Mlle. Vacaresco, writer; M. Paul Valéry, member of the French Academy; and by the following representatives of the Committee on Intellectual Co-operation: Professor Gilbert Murray, Chairman of the Committee; M. Jules Destrée, former Minister of Science and Art; M. de Reynold, Professor at Berne University.

### III. COMMITTEE OF SCIENTIFIC ADVISERS.

The Committee of Scientific Advisers\* set up by the Committee on Intellectual Co-operation met at Geneva on July 17th and 18th, with Madame Curie Skłodowska in the Chair.

At the beginning of its work the plenary Committee had given primary consideration to scientific questions. Gradually, however, it began to mark time in this domain, while artistic and literary questions progressed rapidly. The cause of this delay is due to the obstacles so far encountered by the Committee whenever it has endeavoured to solve problems of scientific co-ordination.

The Committee of Scientific Advisers did not draw up a new programme. It was of opinion that the problems which had been studied by the plenary Committee since 1922, for example, the co-ordination of scientific bibliography, were still of fundamental importance. On the other hand, it realised that methods must be modified. It expressed the view that anything touching the international research and creation of intellectual, moral and material conditions favourable to the development, dissemination and teaching of science fell within the jurisdiction of the Committee on Intellectual Co-operation, which also embraced all problems calculated to promote the development of science in so far as they had an international aspect. Viewed thus, scientific co-ordination has two aspects: a technical aspect (conditions of scientific work and means of improving them), and a moral aspect (orientation towards intellectual rapprochement and international understanding). The advisers also recognised that efficient national organisations could contribute to international co-ordination in the scientific field. They again expressed the view that the Committee on Intellectual Co-operation must work in collaboration with international associations whose principal task was the organisation of scientific work. They thus confirmed the new methods adopted by the plenary Committee.

The meeting was attended by M. Blas Cabrera, Professor at Madrid University; Dr.

\* See Monthly Summary, Vol. XI., No. 4, p. 103.

Henry Hallet Dale, Secretary of the Royal Society, Director of the Section for Biological Chemistry and Pharmacology of the National Institute for Medical Research, London; M. Fritz Haber, Professor at the Friedrich-Wilhelm University, Berlin; M. Paul Langevin, Professor at the *Collège de France*, Paris; M. Francesco Severi, Professor at Rome University.

#### IV. EXECUTIVE COMMITTEE.

The Executive Committee of the Committee on Intellectual Co-operation met at Geneva from July 13th to 15th, with Professor Gilbert Murray in the Chair.

The Executive Committee is an organ of the plenary Committee and was set up by the last Assembly to follow and direct the development of the work of intellectual co-operation during the interval between the meetings of the plenary Committee, which takes place once a year. It consists of ten members: the Chairman of the plenary Committee, Professor Gilbert Murray; the Chairman of the Governing Body of the Institute, M. Paul Painlevé; five members of the plenary Committee: Madame Curie, M. Casares, M. Destrée, M. de Reynold, M. Rocco; three members chosen outside the Committee: Sir Frank Heath, Dr. Kruss and M. Roland Marcel.

The Committee reviewed the work of the Institute and of the Committee of Experts since April (Conference of Institutes for the Scientific Study of International Relations, Advisory Committee of Intellectual Workers, Committee of Library Experts, Sub-Committee for the instruction of Young People in the Aims and Organisation of the League, Permanent Arts and Letters Committee, Committee of Experts on Scientific Questions, Educational Information Centre, International Popular Arts Exhibition, Chinese proposals for co-operation).

#### V. COMMITTEE OF DIRECTORS OF THE INSTITUTE.

The Directors' Committee of the International Institute of Intellectual Co-operation, which met on July 15th and 16th, under the chairmanship of M. Paul Painlevé, considered the financial situation of the Institute, reviewed the audited accounts of the past year and adopted next year's budget. It also dealt with various administrative questions and prepared its report for the Governing Body of the Institute.

The membership of Directors' Committee is identical with that of the Executive Committee.

#### VI. THE GOVERNING BODY OF THE INSTITUTE.

The Governing Body of the Institute of Intellectual Co-operation met on July 21st under the presidency of M. Paul Painlevé.

The Governing Body has the same membership as the Committee on Intellectual Co-operation, but is presided over by the French member of the Committee. At this meeting it adopted the rules of procedure, the financial regulations and the Staff Regulations of the Institute, on the basis of drafts prepared by the Directors' Committee.

The principles of the reorganisation of the Institute were adopted by the Committee last July, given definite form by the Executive Committee at its November session, and from an administrative point of view applied by the Directors' Committee which has since held four sessions.

The Governing Body adopted the audited accounts of the Institute and the budget for next year.

#### VII. WORK OF THE INSTITUTE.

The Committee on Intellectual Co-operation reviewed the work of the Institute, expressed its satisfaction at the results obtained since the reorganisation of that body, for which it thanked the Director.

During the past year the Institute has endeavoured to keep as closely as possible to the lines laid down for its guidance and approved by the Committee on Intellectual Co-operation when it examined in 1930 the body of work accomplished until that date. The underlying idea of this programme is the development of exchanges of ideas and intellectual contacts in the various countries, and one of its first aims is to encourage and facilitate collaboration between institutions of an intellectual character. On this basis the Institute has, in the first place, endeavoured to prepare, with the utmost care, a certain number of meetings of experts. It has, further, studied the possibility of further initiatives of the same kind, in regard to which the Committee, before taking a decision, had requested it to gather the necessary information and to enter into relations with the administrations and organisations concerned.

#### VIII. THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Committee took note of the report of M. Rocco on the work of the International Educational Cinematographic Institute in Rome, and expressed its satisfaction at the results obtained during the past year. It took note of the draft convention prepared by the Institute for the abolition or reduction of customs duties on educational films (this draft has been communicated to Governments, thirty-eight of whom have replied favourably). It expressed its appreciation of the Monthly Bulletin which

the Institute is publishing in five languages, and to which there are already 2,500 subscribers. It learned that the Italian Government had granted the Institute a further subsidy of 200,000 Lire for the current year, so as to enable it to establish its budget without touching its working capital fund.

#### IX. WORK OF THE PLENARY COMMITTEE.

The plenary Committee on Intellectual Co-operation met under the presidency of Professor Gilbert Murray, who, in his opening speech, welcomed the new members, in particular those from distant countries, M. Sanin Cano (Colombia), M. Lin Yutang (China), and M. Radhakrishnan (India).

The Committee renewed the term of office of its Bureau, appointing as Chairman Professor Gilbert Murray, and as Vice-Chairmen Madame Curie and M. Destrée.

In its report to the Council and the Assembly the Committee recalls that the reorganisation of the past year was directed towards the simplification or rationalisation of the internal machinery of intellectual co-operation. The reorganisation has resulted in the creation of an Executive Committee, an organ of the Committee itself, whose mandate is to follow and direct the development of intellectual co-operation in the interval between the sessions of the plenary Committee; moreover, Committees of Experts have been set up with the object of facilitating the consideration of certain questions by the most competent authorities, and of eliminating intermediaries and the resulting delay.

It is noted in the report that the Committee has entered upon a fresh stage of its work. At the outset, during the first three years (1922 to 1924) its methods were necessarily experimental. The Council had assigned to the Committee the whole field of intellectual activity. The Committee had, therefore, endeavoured to explore this field, beginning by broaching very general questions, and subsequently endeavouring to concentrate upon a certain number of specific points. It had noted that the very existence of intellectual life was threatened in the countries of Eastern and Central Europe, and it had endeavoured to remedy this situation. From 1924, its principal object was to promote the development of science, letters and arts, to assist scientists, writers and artists by furnishing instruments of work or by defending their rights. It now recognises that intellectual co-operation must be placed more directly in the service of the League. This means that the Committee has not merely to accomplish a certain task, but to create an atmosphere, and

this is the principle upon which its methods are now based.

As regards the question of methods, the report explains that when a new question is raised, the Committee asks the Institute for a documentary report. It is necessary to know what has already been done in the field, so as to avoid duplication and, above all, competition.

The report then reviews the work of the Institute as regards intellectual rights, university relations, library co-ordination, literary questions, artistic questions, educational information, scientific questions, co-ordination of archives and collaboration with the Chinese Government and the International Labour Office.

##### 1. *Collaboration with the Chinese Government.*

On March 6th, the Chinese Minister of Education addressed three requests to the Secretary-General of the League.\* These requests concerned the establishment of relations between the principal Chinese and other universities, in particular those of Europe; the despatch to the Nanking Central University of three professors, one for the English language and literature, another for geography and a third for geology; detailed information on methods in accordance with which collaboration would be possible between China and the League Organisations, including the Institute of Intellectual Co-operation and the International Educational Cinematographic Institute.

On April 25th the Executive Committee asked the League to appoint advisers to assist in improving the Chinese educational system and to facilitate exchanges between Chinese and other intellectual circles. The Institute of Intellectual Co-operation and the International Educational Cinematographic Institute addressed to the Chinese Minister of Education reports on their work and on the Organisation for Intellectual Co-operation; the plenary Committee approved the despatch to Nanking University of M. Parejas, Professor of Geology at Geneva University, and of M. Credner, Professor of Geography at Canton University. Negotiations are at present taking place with regard to the choice of a professor of English language and literature.

On the proposal of the Secretary-General and of the Director of the Institute, the Chairman of the plenary Committee appointed the following mission to leave for China: M. Becker, ordinary professor of Berlin University, former Prussian Minister of Education; M. Falski, Professor of Philology and Director in the Polish Ministry of Education; M. Langevin,

\* See Monthly Summary, Vol. XI., No. 4. p. 105.

Professor at the *Collège de France*; and Mr. Tawney, Professor at London University.

An expert in educational cinematography will be appointed to the mission later by agreement between the Chairman of the Committee on Intellectual Co-operation and the Chairman of the Governing Body of the International Educational Cinematographic Institute. The Director of the Institute of Intellectual Co-operation, M. Bonnet, will join the mission in China, so as to take part in its work and assist in drawing up its final report.

Finally, the Secretary-General has attached to the mission as special adviser his *chef de cabinet*, Mr. Frank Walters.

The plenary Committee expressed its appreciation of the importance attached by the Chinese Government to the collaboration of the Organisation on Intellectual Co-operation and its desire to afford that Government its widest and most disinterested collaboration.

2. *Collaboration with the International Labour Office.*—The Director of the International Labour Office had asked the Institute to proceed to an inquiry regarding popular libraries and arts as a factor in the cultural development of the working classes during their recreations.

As a first step, the Institute endeavoured to collect the necessary information regarding public libraries. It approached national committees, important international associations, more particularly those dealing with social and educational problems such as the federations of trade unions, the International Federation of Teachers, etc.

The Committee on Intellectual Co-operation noted with interest the inquiry undertaken by the International Labour Office with a view to determining the facilities that might be given the working classes to improve their spiritual and material conditions of life by devoting their leisure to general education, popular arts, educational cinematograph, sports, etc. It approved the report of the Director of the Institute.

In concluding its work, the Committee adopted a resolution submitted by Professor Gilbert Murray and M. Painlevé concerning the Conference for the Limitation and Reduction of Armaments. This resolution reads:

The International Committee on Intellectual Co-operation,

Considering that the military burdens borne by the different nations render particularly difficult the recruitment, the studies and the training of

an intellectual *élite*, and thus hamper the intellectual progress of mankind;

Considering further that the Committee has undertaken and is fulfilling the duty of instructing youth in the principles of the League of Nations, of Peace and of International Co-operation;

And that the development of the League of Nations is closely bound up with the progress of disarmament and of the international conventions ensuring Peace;

Expresses the ardent hope that the General Conference which is to meet next February will achieve a substantial reduction in the land, naval, and air armaments of the world under such conditions as will provide international guarantees for the security of each nation.

The following took part in the work of the Committee on Intellectual Co-operation: Professor Gilbert Murray (Chairman), Professor of Greek at Oxford University; M. Sanin Cano (Colombian), writer and publicist; M. José Castillejo, Professor of the Institutions of Roman Law at the University of Madrid; Madame Curie-Sklodowska (Vice-Chairman), Professor of Physics at Paris University, Honorary Professor of Warsaw University; M. J. Destrée (Vice-Chairman), former Minister for Science and Arts; Dr. H. A. Krüss (replacing Dr. Einstein), Director-General of the Prussian State Library; M. Lin Yutang (replacing M. Wu-Shi-Fee), Research Fellow of the *Academia Sinica*, editor of the *China Critic*, former professor of English at Peking University; M. Paul Painlevé, member of the *Institut de France*; M. Sarva Palli Radhakrishnan, Professor of Philosophy at the University of Calcutta; M. G. de Reynold, Professor at Berne University, Chairman of the Swiss Committee on Intellectual Co-operation; M. Alfredo Rocco, Professor of the Faculty of Political Science at Rome University, Chairman of the National Committee on Intellectual Co-operation, Minister of Justice and Public Worship; Dr. J. T. Shotwell (replacing Dr. Millikan), Professor of History at Columbia University, New York; M. Heinrich von Srbik, Professor of History at the University of Vienna; M. Joseph Susta, Professor of General History at Charles University, Prague, former Minister of Education; M. Aikitu Tanakadate, Professor Emeritus at the Imperial University of Tokio, Member of the Imperial Academy of Science, Tokio, and its Representative in the House of Peers; M. N. Titulesco, Professor at the University of Bucarest, Jurist former Minister of Finance, former Foreign Minister.



## VII.—SOCIAL AND HUMANITARIAN QUESTIONS.

CONFERENCE ON THE LIMITATION OF THE  
MANUFACTURE OF NARCOTIC DRUGS.

The Conference on the Limitation of the Manufacture of Narcotic Drugs,\* which opened at Geneva on May 27th under the presidency of M. Louis de Brouckère (Belgium), closed on July 13th.

Fifty-seven States were represented at the Conference (several by observers); the non-Member States represented were Afghanistan, Abyssinia, Brazil, Costa-Rica, Danzig, Egypt, Hedjaz, Liberia, San Marino, Turkey, the United States and the Union of Socialist Soviet Republics.

The Conference concluded a Convention which, within a few days after the closing date, was signed by thirty-six States (including almost all the manufacturing countries).

After the opening of the Conference, the appointment of the Vice-Presidents, and the constitution of a Business Committee, a comprehensive debate took place, in the course of which it appeared that it was not possible to reach agreement on the system of quotas provided for in the draft convention prepared by the Opium Advisory Committee in January, 1931. The Japanese delegation, supported by the French delegation, proposed to substitute for this system provisions authorising the contracting parties to manufacture the amount of narcotics necessary for the requirements of their countries and for legitimate export orders.

The Limitation Committee, under the presidency of M. de Vasconcellos (Portugal), was appointed by the Conference to consider the new proposals. On June 19th this Committee adopted, by fourteen votes to two (six abstentions) the principle of the Franco-Japanese proposal; and on June 20th the Conference itself accepted this scheme as a basis of discussion by twenty-seven votes to three (six abstentions). The Conference referred to a Sub-Committee the articles relating to the organisation of drug control.

After the revision of the texts by a Drafting Committee, the Conference adopted in first and second reading the draft Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs. The final text was adopted on July 13th.

The following is a brief summary of the more important provisions of the Convention, the full text of which is published in the Annex† :

*Chapter I.* contains a series of definitions, in particular that of the term "drugs."

It should be noted that the Conference had at its disposal the best scientific experts available, and gave them a free hand to devise a list of drugs which should be as complete as human knowledge and foresight could make it, and which should make the evasion of the Convention by the invention of new drugs extremely difficult if not impossible. The conclusions of the experts were embodied in the Convention, which thus covers all known and possible derivatives of opium and the coca leaf. Moreover, as indicated below, new products derived from these two substances cannot even be put on the market except under certain conditions.

*Chapter II.* concerns estimates. The high contracting parties undertake to furnish annual estimates of the medical and scientific requirements of each of their territories for each drug. They are authorised to constitute government stocks in addition to reserve stocks. The estimates will be forwarded to the Permanent Central Opium Board set up under the Geneva Convention of 1925. A Supervisory Body composed of members of the Opium Advisory Committee, of the Permanent Central Opium Board, of the Health Committee and of the *Office international d'Hygiène publique* will consider the estimates and may demand any further information or details, except as regards requirements for government purposes. These estimates will form the basis on which a world drug manufacture total will be established.

*Chapter III.* concerns the limitation of manufacture and lays down that there shall not be manufactured in any country in any one year a quantity of any drug greater than that mentioned in the estimates for conversion, internal consumption, export, and the constitution of government and reserve stocks. For each drug there should be deducted from the total allowed any amounts imported or utilised for conversion.

*Chapter IV.* concerns prohibitions and restrictions. The high contracting parties undertake to prohibit the export of diacetylmorphine (heroin) and its salts, except to Governments, subject to specified conditions. No trade in or manufacture for trade of any product obtained from any of the phenantrene alkaloids of opium or from the eegonine alkaloids of the coca leaf shall take place unless it has been ascertained to the satisfaction of the Government concerned that the product in question is of medical and scientific value. The high contracting party

\* See Monthly Summary, Vol. XI., No. 1, p. 27.

† See Annex, p. 192.



determining such matters shall notify the Secretary-General of the League, who will request the Health Committee to study whether or not the product is capable of producing addiction. Should the reply be in the affirmative, the drug would be brought under the régime laid down in the Convention.

*Chapter V.* deals with control. The high contracting parties promise to apply to all drugs the provisions of the Geneva Convention of 1925 or provisions in conformity therewith. The drugs in group 2, for instance, codeine and ethyl-morphine (dionine), will have applied to them the provisions of this Convention (or provisions in conformity therewith) only in so far as manufacture, import, export, wholesale sale are concerned; however, these provisions will not apply to preparations containing such drugs, if such preparations are adapted to normal therapeutic use.

Governments which have issued an export authorisation to countries to which neither the present Convention nor that of 1925 applies must notify the Permanent Central Board. If the latter ascertains from its records that the quantity for which export has been authorised exceeds the total estimates of the importing country concerned, the high contracting parties may not authorise during the year in question any new exports to the country or territory in question. The Permanent Central Board will prepare each year, in respect of each territory, a statement showing the estimates of each drug consumed, manufactured, converted, imported or exported; if such statement indicates that one of the contracting parties has failed to carry out its obligations under the Convention the Board shall have the right to ask for explanations through the Secretary-General. The Board will thereafter publish a summary of the explanations given or required, together with any observations it may desire to make.

*Chapter VI.* contains the administrative provisions. The high contracting parties will, if they have not already done so, create a special administration for the purpose of applying the provisions of the Convention, regulating, supervising and controlling the drug trade and organising the campaign against addiction. Manufacturers established in the territories of the contracting parties must submit to the national authorities quarterly reports on the amount of drugs manufactured or in stock. Any drugs seized in the illicit traffic shall be destroyed or converted into non-narcotic substances or appropriated for medical or scientific use.

*Chapter VII.* contains the general provisions.

The high contracting parties undertake to communicate to one another, through the Secretary-General, an annual report on the working of the Convention and a separate report on each important case of illicit traffic discovered. It is, further, stipulated that the Convention shall complete the Hague Convention of 1912 and the Geneva Convention of 1925 in the relations between the parties bound by at least one of these Conventions. Disputes concerning the interpretation of the Convention will be settled by arbitral or judicial procedure. The Convention will be open for the signature of all States until December 31st, 1931. From January 1st, 1932, any State may accede to the Convention. It will come into force ninety days after the Secretary-General has received the ratifications or accessions of twenty-five States, Members or not of the League, including four of the following: France, Great Britain, Germany, Japan, the Netherlands, Switzerland, Turkey, the United States. The Convention may be denounced by a State after the expiration of five years from the date of its coming into force. If, as a result of simultaneous or successive denunciations, the number of States bound by the Convention is reduced to less than twenty-five, the Convention shall cease to be in force. If a request for revision is presented, supported by not less than one-third of the signatories, the contracting parties will meet in conference to revise the Convention.

The Final Act of the Conference contains a series of recommendations which, in the main, utilise the permanent machinery of the League to carry out certain proposals made during the Conference. Recommendations were made regarding the setting up of a unitary national authority for the control of the drug traffic, the framing by the Advisory Committee of a model administrative code for the application of the Convention, and the application of the Geneva and Hague Conventions to certain new drugs. Other recommendations relate to the possibility of establishing state monopolies, penalties and police measures against the illicit traffic, the possibility of the replacement of diacetyl-morphine, rewards for the discovery of non-habit-forming substitutes for dangerous drugs, etc. Finally, the Conference drew attention to the statistical studies made by the Secretariat and the estimates arrived at of the maxima medicinal needs of the world as regards morphine (as such), diacetyl-morphine, cocaine, during the last three years, and recommended that, pending the entry into force of the Convention, the countries manufacturing these drugs should limit their manufacture as nearly as possible to the amounts required for domestic

consumption and export for medical and scientific purposes.

Before closing the Conference the President made two statements: first, that the word "accession" in Article 30 must be understood to mean accession without reservation, *i.e.*, final accession; second, that it was understood that nothing in the Convention might be construed as in any way restricting any measures taken by the contracting parties against the drug traffic. On the proposal of the British representative, the Conference decided to place on record in the minutes its grateful appreciation of the services rendered by its President.

In his closing speech the President said that the Conference had finished its very difficult work of providing for the limitation of the production of and the regulation of the traffic in narcotic drugs. There was a great demand for these drugs and great profits could be made. They were easy to sell in small quantities and were essential for medical purposes. It was particularly difficult to stop the abuse of such drugs, whilst allowing for their legitimate use.

The Conference had carried on the work started by others on a small scale under difficulties and in the midst of general indifference. The work claimed attention by the very tenacity with which it had been carried on and the undoubted success with which it had met during recent years. The Conference had endeavoured to expand the scope of the work and had to a very large extent succeeded.

There were two solutions to the problem: first, the system of allotting to each country its share and obtaining from it an undertaking not to exceed that share; and, secondly, the system of allowing the free purchase of narcotic drugs, subject to the control of the quantities

produced in various places, so that they did not exceed the limit laid down.

The Conference had chosen the second system, and the President had been somewhat anxious, not because the system was bad, but because it would be very difficult to apply. Nevertheless, the Conference had succeeded.

Henceforward the traffic in drugs would be carried on under a complete system of accountancy covering imports, exports, manufactures, conversions and so on. Estimates would be supplied by the Governments, which would give an annual report of what they had done. Further, there would be a central body at Geneva to control all the estimates, with the right to ask Governments for explanations, to contest the accuracy of the figures and if necessary to rectify them.

In addition to establishing this system of control, the Conference had expanded the scope of previous Conventions by applying their provisions to additional drugs. Substances derived from opium or the coca leaf, which might possibly be dangerous, were also covered until shown to be harmless.

M. de Brouckère hoped, however, that the scope of the work would shortly be expanded still further by an increase in the number of nations taking part.

\* \* \*

The following States had signed the Convention by July 20th: Abyssinia, Argentine, Austria, Belgium, Bolivia, Canada, Chile, Costa Rica, Cuba, Czechoslovakia, Denmark, Dominican Republic, Egypt, France, Germany, Great Britain, Guatemala, Hedjaz, India, Italy, Japan, Liberia, Luxemburg, Mexico, Monaco, Netherlands, Panama, Paraguay, Portugal, San Marino, Siam, Spain, Switzerland, United States, Uruguay, Venezuela.

## VIII.—PUBLICATIONS AND LIBRARY QUESTIONS.

### I. RECENT PUBLICATIONS.

#### (a) *The Agricultural Crisis.*

The report of the Economic Committee on the agricultural crisis has been published by the League Secretariat, under the title *The Agricultural Crisis*, Volume I. (Series of League of Nations publications on Economic and Financial Questions).

The report which has just been published contains chapters drafted by experts who can speak with real authority on the situation in the following thirty-nine countries: Algeria, Argentina, Australia, Austria, Belgium, Brazil, Bulgaria, Canada, Cuba, Czechoslovakia, Den-

mark, Dutch East Indies, Estonia, Finland, France, Germany, Great Britain, Greece, Hungary, India, Irish Free State, Italy, Japan, Latvia, Lithuania, Mexico, Norway, New Zealand, Netherlands, Persia, Poland, Roumania, South Africa, Spain, Sweden, Switzerland, United States of America, Uruguay, Yugoslavia.

This documentation on the special situation in certain countries is prefaced by a general description of the characteristics of the agricultural crises, its causes, the market conditions for different agricultural products and the effect of international factors on the agricultural crisis.

The Economic Committee terminates its general statement by the following conclusions :

1. The agricultural crisis is aggravated by the general disorganisation which it has caused. This disorganisation is evinced in certain excesses of Customs protection, in the bounties and subsidies intended to promote the export of agricultural products and in the numerous forms of indirect protectionism. It is also evinced in the creation of artificial organisations which disturb the normal course of business, accumulate stocks in some countries, and make it possible to sell at prices even lower than the already low prices brought about by the depression.

2. The present chaotic state of the grain market is fraught with danger for the future. Negotiations are necessary for organising the wheat trade. This organisation should aim, not only at improving home market conditions in each country, but also at promoting agreements with foreign countries.

Opinions may differ as to the possibility of taking international action. It is, however, an imperative duty to make a close study of this problem. The present position is such that most importing countries are willing, in the interests of their own agriculture, to pay higher prices for their imports of cereals. In these circumstances, the exporting countries concerned should be induced to consider an agreement.

The Economic Committee proposes to follow closely the efforts to be made by the various countries in regard to the trade in cereals.

3. In general, the Economic Committee recommends that the formation of groups of agricultural producers, numerous and disciplined enough to organise the sale of their crops, be encouraged. Such a course would be useful to farmers by enabling them to improve their economic position.

4. It would obviously be desirable, too, that Customs protection applied to agricultural products should be reduced as soon as an improvement in the position of the world market takes place. At times of crisis there is always a tendency to forget the fundamental importance of international exchanges. In order to realise the normal sale of products, a position of relative stability should be reached by which trade would become regular and would be no longer threatened by constant changes in international relations.

5. The Economic Committee's attention has been directed to the proportions assumed in certain countries by the system of export bounties and subsidies for agricultural products. They entirely deprive Customs duties of their value and cause serious harm both to importing and to exporting countries. The importance which the Economic Committee attaches to questions of commercial policy lends special interest, in its view, to the suggestions which it has received in the matter. It considers it essential that such measures and their repercussions should form the subject of a detailed and earnest investigation in all countries.

By means of bilateral treaties, they may be abolished. Moreover, international discussions and negotiations might take place to consider the possibility of taking action to avoid protective measures, which, though natural enough from a national, are dangerous from an international point of view, and finally become ineffective,

while causing serious disturbance to international trade.

6. The question of the discrepancy between the prices paid to the producer and the prices paid by the consumer has been examined by the Economic Committee. It would be desirable to have internationally comparable data and to be able to follow the results already obtained in the different countries. The question should be cleared up in all its various aspects.

7. The difficult situation of agriculture is aggravated by the difficulties encountered by a number of agricultural countries in Europe in respect of credit. In this connection the Economic Committee is glad to note the creation, under the auspices of the League of Nations, of the International Agricultural Mortgage Credit Company. International action seems to be not far from realisation in respect of long and medium-term credits. International agricultural credit would play an important part in the improvement of the conditions of agricultural production and trade and in the increase of markets. It would have the most beneficial effects from a moral and psychological point of view, by restoring confidence and introducing effective international co-operation in financial matters between the countries possessing capital in abundance and those deprived of it.

#### (b) *The Statistical Year Book of the League of Nations, 1930-31.*

The Secretariat of the League of Nations has just published *The Statistical Year Book of the League of Nations, 1930-31.*

This volume, which is a continuation of the *International Statistical Year Book, 1929*, gives the most up-to-date statistics of area and population (actual population, natural increase, migration movements, etc.), production (agricultural, mineral, industrial), trade, transport, public finances, exchange, prices, wages, unemployment, labour disputes, etc., etc.

The Year Book has been considerably expanded as compared with last year's edition, and now contains 121 tables. Among the new tables the following are of special interest at the present moment : unemployment by groups of industries ; strikes and lock-outs ; yield of bonds ; index number of shares ; discount rates of central banks ; market rates of discount. The production tables have not only been increased in number but have in many cases been supplemented by price quotations expressed in gold francs per metric unit.

In view of the fact that the phenomena of the economic depression are the object of general attention, a special effort has been made to give statistics as up to date as possible. The majority of the tables cover the year 1930, and most of the agricultural tables show the harvest of 1930-31. Similarly, some of the recent population censuses have been taken for calculating the world's population and the ratios of natural movement.

The Year Book contains, for the first time, several specially prepared geographical maps which show all the countries, with their possessions, etc., mentioned in the various tables.

To make the statistics of the Year Book easier to handle, the usual detailed table of co-efficients for converting currencies, weights and measures have been expanded. There is a table for converting the currencies of sixty-one countries at par; a table for converting currencies at the rate of exchange ruling in 1930, and another giving the principal conversion co-efficients for metric weights and measures and for the weights and measures in use in the United States, the British Empire, Japan and Turkey. Finally, there is a table containing a number of conventional co-efficients for converting weight measures into those of capacity, and *vice versa*.

A detailed alphabetical cross-index, both by subjects and countries, is given at the end of the volume.

### (c) *Armaments Year Book*.

The seventh edition of the Armaments Year Book has just appeared.

It contains monographs on sixty-two countries, revised and, as far as possible, brought up to date and completed in the light of the most recent documents available. It has been possible in most cases to follow the changes which have taken place in the military organisations of different countries up to March 31st. As regards budgetary effectives and expenditure on national defence, it has been possible to give figures for 1930 in nearly all cases and, in a number of cases, for 1931 also.

To enable readers to obtain a rapid survey of certain aspects of the military situation in the different countries, or in all countries together, graphs and recapitulatory tables, both statistical and other, have been introduced into the present edition. They deal more particularly with the situation of the navies of some of the maritime States in 1913, 1919, 1929 and 1930.

The Year Book is divided into three parts. The first deals with the army and navy and gives information on the supreme military authority and its organs, territorial military districts, higher formations, arms and services, material in service, system of recruiting, cadre, military training, police forces, etc.; as regards the navy, the Year Book gives information on the number and tonnage of the various classes of war vessels, as well as the most important features of each vessel or class of vessel. The second part concerns budget expenditure on national defence, the third raw material and

different products of importance for national defence (production and trade).

## 2. FORTHCOMING PUBLICATIONS.

*Memorandum on Production and Trade 1925-1929/30 (140 pages).*\*—The Memorandum on Production and Trade has been published, according to the wish of the World Economic Conference, annually since 1926. On account of various resolutions of the Assembly of the League and the Economic Consultative Committee, it has been considerably enlarged and improved. The Memorandum, in its present form, contains chapters on world population, production of foodstuffs and raw materials, international trade, manufacturing industries, and prices.

The present edition reflects the radical change that has taken place in the economic conditions since 1929. In various chapters the remarkable advance in the world's productive and commercial activity from 1925 to 1929, and the world-wide depression in 1930 are described and analysed. The most striking aspects of the price fluctuations during the crisis are studied, partly on the basis of new material, in a special chapter.

*Study on Commercial Policy and Customs Administration (20 pages).*†—This study aims at ascertaining the methods conducive to simplifying as far as possible the circulation of articles which, in view of the use to which they are put, do not constitute goods, but *means of commercial propaganda*. The chief articles concerned are samples without value of all kinds and the various forms of printed advertising matter, such as catalogues, price lists, posters, tourist advertisements, etc., etc. The study contains a detailed analysis—invaluable to administrative authorities—of the regulations applied to such articles in various countries, together with the conclusions of the experts consulted and of the Economic Committee.

*Protective Measures Against Dangers Resulting from the Use of Radium, Roentgen and Ultra-Violet Rays (108 pages).*‡—The Report of Dr. H. Wintz, Professor of Gynaecology at the University of Erlangen, includes the following chapters:—

1. Protection against dangers caused by radiation;
2. Protection against dangers caused by X-ray apparatus;
3. Hygienic measures;

\* Price: Swiss Fr. 4. 3s. 3d. \$5.80.

† Price: Swiss Fr. 1. 9d. \$0.20.

‡ Price: Swiss Fr. 3. 2s. 6d. \$0.60.

4. Protection against the dangers of Roentgen ray film fires.

A summary of the legislation in force in the different countries is annexed to each chapter.

*Report on the Permanent Commission on Biological Standardisation.*—The report contains the last recommendations of the Permanent Commission on Biological Standardisation of Vitamine, Gas-Gangrene-Serum, Tuberculin, etc.

*Concise Study of the Laws and Penalties Relating to Souteneurs* (30 pages).<sup>\*</sup> This publication presents in its first part two comparative studies of the laws in force in fourteen countries concerning the souteneur. In its second part it contains three reports submitted on the question to the legal sub-committee charged to draft a Protocol providing for the punishment of the souteneur.

*Nationality of Women* (12 pages).<sup>†</sup>—This document contains a report by the Secretary-General giving an account of the extent to which the question has hitherto been studied under the auspices of the League of Nations, and a joint report drawn up by representatives of the International Council of Women, the International Alliance of Women for Suffrage and Equal Citizenship, the Women's International League for Peace and Freedom, the Inter-American Commission of Women, the Equal Rights International, the World Union of Women for International Concord, the All-Asian Conference of Women, and the International Federation of University Women.

*Permanent Mandates Commission: Minutes of the Twentieth Session* (230 pages).<sup>‡</sup>—Annexed to the Minutes is the Commission's Report, containing its recommendations on general points, its conclusions regarding petitions and its observations on the administration of the mandated territories referred to above.

*Fourth General Conference on Communications and Transit—Preparatory Documents, Vol. II.* (20 pages).<sup>§</sup>—Volume II. of the Preparatory Documents contains (1) The report by the Secretary-General of the League of Nations on action taken on the decision of previous Conferences; (2) A Memorandum on the principal questions dealt with by the Advisory and Technical Committee for Communications and Transit since the Third General Conference; (3) Grave occurrences of a general character affecting routes of communications.

3. ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL WORKS ON THE LEAGUE OF NATIONS CATALOGUED IN THE LEAGUE OF NATIONS LIBRARY IN JUNE, 1931.

BOUY, R.

Le désarmement naval. La Conférence de Londres. Paris, presses universitaires de France (1931?) 284 pp.

After giving a historical review of the disarmament movement and a description of the work undertaken since the war by the League and outside the League, the author discusses the London Conference in particular—preliminaries, debates and results—and expounds the French point of view.

GIANNINI, A.

Il movimento internazionale per l'unificazione del diritto commerciale. Milano, "Vita e pensiero," 1931. 124 pp.

Analysis of the work of the League of Nations on bills of exchange, arbitration clause, enforcement of foreign arbitral awards, bankruptcy, sales.

GUGGENHEIM, P.

Les mesures provisoires de procédure internationale et leur influence sur le développement du droit des gens. Paris, Recueil Sirey, 1931. 210 pp.

Analysis of conservatory measures in arbitral and judicial matters (Permanent Court, Mixed Arbitral Tribunals) and in the legal provisions governing the prevention of war by the League. Work of League of Nations Committees, more especially the Arbitration and Security Committee, in regard to such measures. Importance of provisional measures to the development of international law.

KOHN, H.

Nationalismus und Imperialismus im Vorderen Orient. Frankfurt a. Main, Societäts-Verlag, 1931. 455 pp.

Gives *inter alia*, in a number of important chapters, a description of the political development of Syria, Iraq, Palestine and Transjordan.

MITCHELL, N. P.

Lands Problems and Policies in the African Mandates of the British Commonwealth. Baton Rouge, Louisiana State University Press, 1931. 155 pp.

Colonial policy and territories under mandate. Description of agrarian organisation in Togo, the Cameroons, Tanganyika and South-East Africa, together with an account of the various problems which arise (sale of lands owned by natives, etc.).

<sup>\*</sup> Price: Swiss Fr. 1.50. 1s. 3d. \$5.30.

<sup>†</sup> Price: Swiss Fr. 0.50. 6d. \$5.15.

<sup>‡</sup> Price: Swiss Fr. 10. 7s. 6d. \$2.00.

<sup>§</sup> Price: Swiss Fr. 1. 9d. \$2.20.

ROTHBARTH, M.

Geistige Zusammenarbeit im Rahmen des Völkerbundes. Münster i. W., Aschendorffsche Verlagsbuchhandlung, 1931. 194 pp.

A study of intellectual co-operation work within and outside the League of Nations. A collection of the statutes of the various

bodies dealing with intellectual co-operation is appended.

TRUHART, H. V.

Völkerbund und Minderheitenpetitionen. Wien, W. Braumüller, 1931. 181 pp.

Analysis of the petitions submitted to the League of Nations arranged in the order of the petitioners' nationalities.

### IX.—FORTHCOMING EVENTS.

August 18th.—European Committee of Economic Experts, Geneva.

August 20th.—Committee on Credit Problems, Geneva.

August 26th.—Economic Co-ordination Sub-Committee, Geneva.

August 27th.—Gold Delegation of the Financial Committee, Geneva.

September 1st.—Sixty-fourth Session of the Council, Geneva.

September 3rd.—Commission of Inquiry for European Union, Geneva.

September 3rd.—Financial Committee, Geneva.

September 7th.—Twelfth Ordinary Session of the Assembly of the League of Nations, Geneva.

September 9th.—Committee of Experts on the Preliminary Draft Convention for the Regulation of Whaling, Geneva.

September 15th.—Supervisory Commission, Geneva.

October 12th.—Fourth General Conference on Communications and Transit, Geneva.

October 15th.—Committee of Coal Experts, Geneva.

October 20th.—Economic Committee, Geneva.

October 26th.—Permanent Mandates Commission, Geneva.

October 26th.—Economic Consultative Committee, Geneva.



# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## I. TWENTY-SECOND (EXTRAORDINARY) SESSION.

The twenty-second (extraordinary) session of the Court opened on July 16th.

The Court was composed as follows: M. Adatci, President (Japan), M. Guerrero, Vice-President (San Salvador), Mr. Kellogg (United States of America), Baron Rolin-Jaequemyns (Belgium), Count Rostworowski (Poland), M. Fromageot (France), M. de Bustamante (Cuba), M. Altamira (Spain), M. Anzilotti (Italy), M. Urrutia (Colombia), Sir Cecil Hurst (Great Britain), M. Schücking (Germany), M. Negulesco (Roumania), Jonkheer van Eysinga (Netherlands) and Mr. Wang (China).

## 2. THE CUSTOMS RÉGIME BETWEEN AUSTRIA AND GERMANY.

The Austrian, Czechoslovak, French, German and Italian Governments all submitted written statements within the time limit, viz., July 1st, 1931. The hearings began on July 20th. On this occasion M. de Bustamante and Mr. Wang, who had not taken their seats in the Court since its renewal, took the solemn undertaking provided for in Article 20 of the Statute. The President then declared them duly installed in their duties as ordinary judges for the period ending December 31st, 1939.

The Agent of the Austrian Government having officially laid before the Court the question of the application in the present case of the provisions of the Statute and of the Rules of Court relating to the appointment of *ad hoc* judges, and the Czechoslovak Agent having submitted that, if the Court admitted *ad hoc* judges, his Government wished to appoint one, the Court first heard the arguments of the Agents of the Austrian, Czechoslovak, French, German and Italian Governments, in regard to this question.

The Court then decided that there was no ground, in the present case, to provide for the appointment of *ad hoc* judges either by Austria or by Czechoslovakia.

In the course of the hearings held on July 20th, 21st, 22nd, 23rd, 24th, 25th, 27th, 28th and 29th, the Court heard the information supplied verbally and in each other's presence by Dr. Bruns on behalf of the German Government, Dr. Kaufmann and Professor Sperl on behalf of the Austrian Government, M. Basdevant and M. Paul-Boncour on behalf of the French

Government, Dr. Krcmar on behalf of the Czechoslovak Government, and M. Pilotti and Senator Scialoja on behalf of the Italian Government.

The oral pleadings had not been concluded by the end of the month.

## 3. RAILWAY TRAFFIC BETWEEN LITHUANIA AND POLAND (RAILWAY SECTOR LANDWAROW-KAISIADORYS).

The Lithuanian Government filed a second written statement before July 15th, the date fixed for the expiry of the time-limit.

The Polish Government filed a second written statement on July 20th. The Court decided, in accordance with Article 33 of its Rules, that the filing of the document in question should be considered as valid although effected after the expiry of the time-limit. The Court considered that it would be useful to have the views of the Committee for Communications and Transit in regard to the general questions bearing on the opinion, and decided on July 17th to forward the said Committee (through the Secretary-General of the League) the communication provided for in Article 73, No. 1, para. 2, of the Rules of Court.

## 4. TREATMENT OF POLISH NATIONALS IN THE TERRITORY OF THE FREE CITY OF DANZIG.

The Government of the Free City of Danzig has appointed as Agent Dr. Erich Kaufmann, Professor at the University of Berlin. Dr. Kaufmann has been instructed to make a verbal statement before the Court.

## 5. THE EASTERN GREENLAND CASE.

On July 12th, 1931, the Danish Legation at The Hague filed with the Registry of the Court an application instituting proceedings by the Danish Government against the Norwegian Government in regard to a difference of opinion between them concerning the legal status of certain parts of Eastern Greenland.

The Application, which cites the declarations of Denmark and Norway adhering to the Optional Clause provided for by Article 36, para. 2, of the Court's Statute, refers to the proclamation published on July 10th by the Norwegian Government declaring that it has proceeded to occupy certain territories of Eastern Greenland, which territories, according to the Application, are subject to the sovereignty of the Crown of Denmark.

The Danish Government, which regards this declaration of occupation as an unjustifiable encroachment and a violation of the treaties in

\* This chapter has been prepared with the aid of information furnished by the Registry of the Court.

force and of the existing legal status, states that it is compelled to ask the Court to investigate and settle this conflict.

Accordingly, it asks the Court for judgment to the effect that the above-mentioned proclamation concerning occupation, as also any steps taken in this respect by the Norwegian Government, constitute a violation of the existing legal status and are consequently illegal and null and void.

The Danish Government reserves the right to apply to the Court, should circumstances require it, for the indication of interim measures for the protection of its rights; and also to ask the Court to decide as to the nature of the reparation due for the above-mentioned violations of the existing legal status.

The communications with reference to this application, which are provided for by the Statute and Rules of Court, have been despatched.

The Danish and Norwegian Governments have notified the Registrar of the Court of the names of their Agents in this case. M. M. A. Wassard, Chargé d'Affaires a.i. of Denmark at

The Hague, will until further notice act for the Danish Government, and M. J. S. Bull, Counsellor of Legation, for the Norwegian Government.

#### 6. FREE ZONES OF UPPER SAVOY AND THE DISTRICT OF GEX.

By an Order delivered on December 6th, 1930, in the case of the Free Zones of Upper Savoy and the District of Gex, the Court has accorded to the French and Swiss Governments a period expiring on July 31st, 1931, "to settle between themselves the matter of importations free of duty or at reduced rates across the Federal customs line and also any other point concerning the regime of the territories referred to in Article 435 with which they might see fit to deal."

By a note dated July 29th, 1931, the Swiss Government informed the Court that, in its opinion, the conditions laid down in the Order of December 6th, 1930, for the continuation of the procedure were fulfilled, and that in these circumstances it was for the Court to deliver the judgment for which the Order provides.

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## ANNEX.

## Conference on the Limitation of the Manufacture of Narcotic Drugs.

## I. CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS.

(List of High Contracting Parties.)

Desiring to supplement the provisions of the International Opium Convention, signed at The Hague on January 23rd, 1912, and at Geneva on February 19th, 1925, by rendering effective by international agreement the limitation of the manufacture of narcotic drugs to the world's legitimate requirements for medical and scientific purposes and by regulating their distribution,

Have resolved to conclude a Convention for that purpose and have appointed as their plenipotentiaries:

(List of plenipotentiaries.)

Who, having communicated to one another their full powers, found in good and due form, have agreed as follows:

## Chapter I.—Definitions.

## Article 1.

Except where otherwise expressly indicated, the following definitions should apply throughout this Convention:

1. The term "Geneva Convention" shall denote the International Opium Convention signed at Geneva on February 19th, 1925.

2. The term "the drugs" shall denote the following drugs whether partly manufactured or completely refined:

## Group I.

## Sub-group (a):

(i) Morphine and its salts, including preparations made directly from raw or medicinal opium and containing more than 20 per cent. of morphine:

(ii) Diacetylmorphine and the other esters of morphine and their salts:

(iii) Cocaine and its salts, including preparations made direct from the coca leaf and containing more than 0.1 per cent. of cocaine, all the esters of ecgonine and their salts;

(iv) Dihydrohydroxycodeinone (of which the substance registered under the name of eucodal is a salt), dihydrocodeinone (of which the substance registered under the name of dicodide is a salt), dihydromorphinone (of which the substance registered under the name of dilauidide is a salt), acetyldihydrocodeinone or acetyldemethylodihydrothebaine (of which the substance registered under the name of acedicone is a salt), dihydromorphine (of which the substance registered under the name of paramorfan is a salt), their esters and the salts of any of these substances and of their esters, Morphine-N-oxide (registered trade name genomorphine), also the morphine-N-oxide derivatives, and the other pentavalent nitrogen morphine derivatives.

## Sub-group (b):

Ecgonine, thebaine and their salts, benzylmorphine and the other ethers of morphine and their salts, except methylmorphine (codeine), ethylmorphine and their salts.

## Group II.

Methylmorphine (codeine), ethylmorphine and their salts.

The substances mentioned in this paragraph shall be considered as drugs even if produced by a synthetic process.

The terms "Group I." and "Group II." shall respectively denote Groups I. and II. of this paragraph.

3. "Raw Opium" means the spontaneously coagulated juice obtained from the capsules of the *Papaver conium L.*, which has only been submitted to the necessary manipulations for packing and transport, whatever its content of morphine.

"Medicinal opium" means raw opium which has undergone the processes necessary to adapt it for medicinal use in accordance with the requirements of the national pharmacopœia, whether in powder form or granulated or otherwise or mixed with neutral materials.

"Morphine" means the principal alkaloid of opium having the chemical formula  $C_{17}H_{19}O_3N$ .

"Diacetylmorphine" means diacetylmorphine (diamorphine, heroin) having the formula  $C_{21}H_{23}O_5N$  ( $C_{17}H_{17}(C_2H_3O)_2O_3N$ ).

"Diacetylmorphine" means diacetylmorphine (diamorphine, heroin) having the formula  $C_{21}H_{23}O_5N$  ( $C_{17}H_{17}(C_2H_3O)_2O_3N$ ).

"Coca Leaf" means the leaf of the *Erythroxylon Coca Lamarch* and the *Erythroxylon novogranatense* (Morris) Herionymus and their varieties, belonging to the family of Erythroxylaceae and the leaf of other species of this genus from which it may be found possible to extract cocaine, either directly or by chemical transformation.

"Cocaine" means methyl-benzoyl lævo-ecgonine (oc  $D_{20}^0 = -16^{\circ}4$  in 20 per cent. solution of chloroform), of which the formula is  $C_{17}H_{21}O_4N$ .

"Ecgonine" means lævo-ecgonine (oc  $D_{18}^0 = -45^{\circ}6$  in 5 per cent. solution of water), of which the formula is  $C_8H_{15}O_3NH_2O$ , and all the derivatives of lævo-ecgonine which might serve industrially for its recovery.

The following drugs are defined by their chemical formulæ as set out below :

Dihydrohydroxycodine	..	..	..	$C_{18}H_{21}O_4N$	
Dihydrocodine	..	..	..	$C_{18}H_{21}O_3N$	
Dihydromorphine	..	..	..	$C_{17}H_{19}O_3N$	
Acetyldihydrocodine	}	..	..	$C_{20}H_{23}O_4N$	$(C_{17}H_{19}(C_2H_5O)_2N)$
or Acetyldemethylodihydrothebaine					
Dihydromorphine	..	..	..	$C_{17}H_{19}O_3N$	
Morphine-N-oxide	..	..	..	$C_{17}H_{19}O_4N$	
Thebaine	..	..	..	$C_{17}H_{19}O_3N$	
Methyl-morphine (Codeine)	..	..	..	$C_{18}H_{21}O_3N$	$(C_{17}H_{19}(CH_3O)_2N)$
Ethylmorphine	..	..	..	$C_{19}H_{23}O_3N$	$(C_{17}H_{19}(C_2H_5O)_2N)$
Benzylmorphine	..	..	..	$C_{21}H_{25}O_3N$	$(C_{17}H_{19}(C_4H_7O)_2N)$

4. The term "manufacture" shall include any process of refining.

The term "conversion" shall denote the transformation of a drug by a chemical process, with the exception of the transformation of alkaloids into their salts. When one of the drugs is converted into another of the drugs this operation shall be considered as conversion in relation to the first mentioned drugs and as manufacture in relation to the other.

The term "estimates" shall denote estimates furnished in accordance with Articles 2-5 of this Convention and, unless the context otherwise requires, shall include supplementary estimates.

The term "reserve stocks" in relation to any of the drugs shall denote the stocks required (i) for the normal domestic consumption of the country or territory in which they are maintained, (ii) for conversion in that country or territory, and (iii) for export.

The term "Government stocks" in relation to any of the drugs shall denote stocks kept under Government control for the use of the Government and to meet exceptional circumstances.

Except where the context otherwise requires, the term export shall be deemed to include re-export.

## Chapter II.—Estimates.

### Article 2.

1. Each High Contracting Party shall furnish annually for each of the drugs in respect of each of His territories to which this Convention applies, to the Permanent Central Board constituted under Chapter VI. of the Geneva Convention, estimates in accordance with the provisions of Article 5 of this Convention.

2. In the event of any High Contracting Party failing to furnish by the date specified in paragraph 4 of Article 5, an estimate in respect of any of His territories to which this Convention applies, an estimate will, so far as possible, be furnished by the Supervisory Body specified in paragraph 6 of Article 5.

3. The Permanent Central Board shall request estimates for countries or territories to which this Convention does not apply to be made in accordance with the provisions of this Convention. If for any such country estimates are not furnished the Supervisory Body shall itself, as far as possible, make the estimate.

### Article 3.

Any High Contracting Party may, if necessary, in any year furnish in respect of any of His territories supplementary estimates for that territory for that year, with an explanation of the circumstances which necessitate such supplementary estimates.

### Article 4.

1. Every estimate furnished in accordance with the preceding Articles, so far as it relates to any of the drugs required for domestic consumption in the country or territory in respect of which it is made, shall be based solely on the medical and scientific requirements of that country or territory.

2. The High Contracting Parties may, in addition to reserve stocks, create and maintain Government stocks.

### Article 5.

1. Each estimate provided for in Articles 2 to 4 of this Convention shall be in the form from time to time prescribed by the Permanent Central Board and communicated by the Board to all the Members of the League of Nations and to the non-Member States mentioned in Article 27.

2. Every estimate shall show for each country or territory for each year in respect of each of the drugs whether in the form of alkaloids or salts or of preparations of the alkaloids or salts :

(a) The quantity necessary for use as such for medical and scientific needs, including the quantity required for the manufacture of preparations for the export of which export authorisations are not required, whether such preparations are intended for domestic consumption or for export ;

(b) The quantity necessary for the purpose of conversion, whether for domestic consumption or for export ;

(c) The amount of the reserve stocks which it is desired to maintain ;

(d) The quantity required for the establishment and maintenance of any Government stocks as provided for in Article 4.

The total of the estimates for each country or territory shall consist of the sum of the amounts specified under (a) and (b) of this paragraph with the addition of any amounts which may be necessary to bring the reserve stocks and the Government stocks up to the desired level, or after deduction of any amounts by which those stocks may exceed that level.

These additions or deductions shall, however, not be taken into account except in so far as the High Contracting Parties concerned shall have forwarded in due course the necessary estimates to the Permanent Central Board.

3. Every estimate shall be accompanied by a statement explaining the method by which the several amounts shown in it have been calculated. If these amounts are calculated so as to include a margin allowing for possible fluctuations in demand, the estimates must indicate the extent of the margin so included. It is understood that in the case of any of the drugs which are or may be included in Group II., a wider margin may be necessary than in the case of the other drugs.

4. Every estimate shall reach the Permanent Central Board not later than August 1st in the year preceding that in respect of which the estimate is made.

5. Supplementary estimates shall be sent to the Permanent Central Board immediately on their completion.

6. The estimates will be examined by a Supervisory Body. The Advisory Committee on the Traffic in Opium and other Dangerous Drugs of the League of Nations, the Permanent Central Board, the Health Committee of the League of Nations and the Office International d'Hygiène Publique shall each have the right to appoint one member of this body. The Secretariat of the Supervisory Body shall be provided by the Secretary-General of the League of Nations, who will ensure a close collaboration with the Permanent Central Board.

The Supervisory Body may require any further information or details, except as regards requirements for Government purposes, which it may consider necessary, in respect of any country or territory on behalf of which an estimate has been furnished, in order to make the estimate complete or to explain any statement made therein, and may, with the consent of the Government concerned, amend any estimate in accordance with any information or details so obtained. It is understood that in the case of any of "the drugs" which are or may be included in Group II. a summary statement shall be sufficient.

7. After examination by the Supervisory Body as provided in paragraph 6 above, of the estimates furnished, and after the determination by that Body as provided in Article 2, of the estimates for countries or territories on behalf of which no estimates have been furnished, the Supervisory Body shall forward, not later than November 1st in each year, through the intermediary of the Secretary-General, to all Members of the League of Nations and non-Member States referred to in Article 27, a statement containing the estimates for each country or territory, and, so far as the Supervisory Body may consider necessary, an account of any explanations given or required in accordance with paragraph 6 above, and any observations which the Supervisory Body may desire to make in respect of any such estimate or explanation, or request for an explanation.

8. Every supplementary estimate sent to the Permanent Central Board in the course of the year shall be dealt with without delay by the Supervisory Body in accordance with the procedure specified in paragraphs 6 and 7 above.

### Chapter III.—Limitation of Manufacture.

#### Article 6.

1. There shall not be manufactured in any country or territory in any one year a quantity of any of the drugs greater than the total of the following quantities :

(a) The quantity required within the limits of the estimates for that country or territory for that year for use as such for its medical and scientific needs, including the quantity required for the manufacture of preparations for the export of which export authorisations are not required, whether such preparations are intended for domestic consumption or for export ;

(b) The quantity required within the limits of the estimates for that country or territory for that year for conversion, whether for domestic consumption or for export ;

(c) Such quantity as may be required by that country or territory for the execution during the year of orders for export in accordance with the provisions of this Convention ;

(d) The quantity, if any, required by that country or territory for the purpose of maintaining the reserve stocks at the level specified in the estimates for that year ;

(e) The quantity, if any, required for the purpose of maintaining the Government stocks at the level specified in the estimates for that year.

2. It is understood that if at the end of any year any High Contracting Party finds that the

amount manufactured exceeds the total of the amounts specified above, less any deductions made under Article 7, paragraph 1, such excess shall be deducted from the amount to be manufactured during the following year. In forwarding their annual statistics to the Permanent Central Board, the High Contracting Parties shall give the reasons for any such excess.

#### *Article 7.*

There shall be deducted from the total quantity of each drug permitted under Article 6 to be manufactured in any country or territory during any one year :

- (i) Any amounts of that drug imported, including any returned deliveries of the drug, less quantities re-exported ;
- (ii) Any amounts of the drug seized and utilised as such for domestic consumption or for conversion.

If it should be impossible to make any of the above deductions during the course of the current year, any amounts remaining in excess at the end of the year shall be deducted from the estimates for the following year.

#### *Article 8.*

The full amount of any of the drugs imported into or manufactured in any country or territory for the purpose of conversion in accordance with the estimates for that country or territory shall, if possible, be utilised for that purpose within the period for which the estimate applies.

In the event, however, of it being impossible to utilise the full amount for that purpose within the period in question, the portion remaining unused at the end of the year shall be deducted from the estimates for that country or territory for the following year.

#### *Article 9.*

If at the moment when all the provisions of the Convention shall have come into force the then existing stocks of any of the drugs in any country or territory exceeds the amount of the reserve stocks of that drug which, according to the estimates for that country or territory, it is desired to maintain, such excess shall be deducted from the quantity which during the year could ordinarily be imported or manufactured, as the case may be, under the provisions of this Convention.

Alternatively, the excess stocks existing at the moment when all the provisions of the Convention shall have come into force shall be taken possession of by the Government and released from time to time in such quantities only as may be in conformity with the present Convention. Any quantities so released during any year shall be deducted from the total amount to be manufactured or imported as the case may be during that year.

### Chapter IV.—Prohibitions and Restrictions.

#### *Article 10.*

1. The High Contracting Parties shall prohibit the export from their territories of diacetylmorphine, its salts and preparations containing diacetylmorphine, or its salts.

2. Nevertheless, on the receipt of a request from the Government of any country in which diacetylmorphine is not manufactured, any High Contracting Party may authorise the export to that country of such quantities of diacetylmorphine, its salts, and preparations containing diacetylmorphine or its salts, as are necessary for the medical and scientific needs of that country, provided that the request is accompanied by an import certificate and is consigned to the Government Department indicated in the certificate.

3. Any quantities so imported shall be distributed by and on the responsibility of the Government of the importing country.

#### *Article 11.*

1. No trade in or manufacture for trade of any product obtained from any of the phenantrene alkaloids of opium or from the ecgonine alkaloids of the coca leaf, not in use on this day's date for medical or scientific purposes shall take place in any country or territory unless and until it has been ascertained to the satisfaction of the Government concerned that the product in question is of medical or scientific value.

In this case (unless the Government determines that such product is not capable of producing addiction or of conversion into a product capable of producing addiction) the quantities permitted to be manufactured, pending the decisions hereinafter referred to, shall not exceed the total of the domestic requirements of the country or territory for medical and scientific needs and the quantity required for export orders, and the provisions of this Convention shall apply.

2. Any High Contracting Party permitting trade in or manufacture for trade of any such product to be commenced shall immediately send a notification to that effect to the Secretary-General of the League of Nations, who shall advise the other High Contracting Parties and the Health Committee of the League.

3. The Health Committee will thereupon, after consulting the Permanent Committee of the Office International d'Hygiène Publique, decide whether the product in question is capable of producing addiction (and is in consequence assimilable to the drugs mentioned in Sub-Group (a) of Group I.), or whether it is convertible into such a drug (and is in consequence assimilable to "the drugs" mentioned in Sub-Group (b) of Group I. or in Group II.).

4. In the event of the Health Committee deciding that the product is not itself a drug capable

of producing addiction but is convertible into such a drug, the question whether the drug in question shall fall under Sub-group (b) or Group I. or under Group II. shall be referred for decision to a body of three experts competent to deal with the scientific and technical aspects of the matter, of whom one member shall be selected by the Government concerned, one by the Opium Advisory Committee of the League, and the third by the two members so selected.

5. Any decisions arrived at in accordance with the two preceding paragraphs shall be notified to the Secretary-General of the League of Nations, who will communicate it to all the Members of the League and to the non-Member States mentioned in Article 27.

6. If the decisions are to the effect that the product in question is capable of producing addiction or is convertible into a drug capable of producing addiction, the High Contracting Parties will upon receipt of the communication from the Secretary-General apply to the drug the appropriate régime laid down in the present Convention according as to whether it falls under Group I. or under Group II.

7. Any such decisions may be revised, in accordance with the foregoing procedure, in the light of further experience, on an application addressed by any High Contracting Party to the Secretary-General.

#### *Article 12.*

1. No import of any of the drugs into the territories of any High Contracting Party or export from those territories shall take place except in accordance with the provisions of this Convention.

2. The imports in any one year into any country or territory of any of the drugs shall not exceed the total of the estimates as defined in Article 5 and of the amount exported from that country or territory during the year, less the amount manufactured in that country or territory in that year.

### Chapter V.—Control.

#### *Article 13.*

1. (a) The High Contracting Parties shall apply to all the drugs in Group I. the provisions of the Geneva Convention which are thereby applied to substances specified in its fourth Article (or provisions in conformity therewith). The High Contracting Parties shall also apply these provisions to preparations made from morphine and cocaine and covered by Article 4 of the Geneva Convention, and to all other preparations made from the other drugs in Group I. except such preparations as may be exempted from the provisions of the Geneva Convention under its eighth Article.

(b) The High Contracting Parties shall treat solutions or dilutions of morphine or cocaine or their salts in an inert substance, liquid or solid, which contain 0.2 per cent. or less of morphine or 0.1 per cent. or less of cocaine in the same way as preparations containing more than these percentages.

2. The High Contracting Parties shall apply to the drugs which are or may be included in Group II. the following provisions of the Geneva Convention (or provisions in conformity therewith) :

(a) The provisions of Articles 6 and 7 in so far as they relate to the manufacture, import, export and wholesale trade in those drugs ;

(b) The provisions of Chapter V., except as regards compounds containing any of these drugs which are adapted to a normal therapeutic use ;

(c) The provisions of paragraphs 1 (b), (c) and (e) and paragraph 2 of Article 22, provided :

(i) That the statistics of imports and exports may be sent annually instead of quarterly, and

(ii) That paragraph 1 (b) and paragraph 2 of Article 22 shall not apply to preparations containing any of these drugs.

#### *Article 14.*

1. Any Government which has issued an authorisation for the export of any of the drugs which are or may be included in Group I. to any country or territory to which neither this Convention nor the Geneva Convention applies shall immediately notify the Permanent Central Board of the issue of the authorisation ; provided that, if the request for export amounts to 5 kilogrammes or more, the authorisation shall not be issued until the Government has ascertained from the Permanent Central Board that the export will not cause the estimates for the importing country or territory to be exceeded. If the Permanent Central Board sends a notification that such an excess would be caused the Government will not authorise the export of any amount which would have that effect.

2. If it appears from the import and export returns made to the Permanent Central Board or from the notifications made to the Board in pursuance of the preceding paragraph that the quantity exported or authorised to be exported to any country or territory exceeds the total of the estimates for that country or territory as defined in Article 5 with the addition of the amounts shown to have been exported, the Board shall immediately notify the fact to all the High Contracting Parties who will not, during the currency of the year in question, authorise any new exports to that country or territory except (1) in the event of a supplementary estimate being furnished for that country or territory in respect both of any quantity over-imported and of the additional quantity required, or (2) in exceptional cases where the export in the opinion of the Government of the exporting country is essential in the interests of humanity or for the treatment of the sick.

3. The Permanent Central Board shall each year prepare a statement showing in respect of each country or territory for the preceding year :

(a) the estimates in respect of each drug ;

(b) the amount of each drug consumed ;

- (c) the amount of each drug manufactured ;
- (d) the amount of each drug converted ;
- (e) the amount of each drug imported ;
- (f) the amount of each drug exported ;
- (g) the amount of each drug used for the compounding of preparations, exports of which do not require export authorisation.

If such statement indicates that any High Contracting Party has or may have failed to carry out his obligations under this Convention, the Board shall have the right to ask for explanations, through the Secretary-General of the League of Nations, from that High Contracting Party, and the procedure specified in paragraphs 2-7 of Article 24 of the Geneva Convention shall apply in any such case.

The Board shall, as soon as possible thereafter, publish the statement above-mentioned, together with an account, unless it thinks it unnecessary, of any explanations given or required in accordance with the preceding paragraph and any observations which the Board may desire to make in respect of any such explanation or request for an explanation.

The Permanent Central Board shall take all necessary measures to ensure that the statistics and other information which it receives under this Convention shall not be made public in such a manner as to facilitate the operations of speculators or injure the legitimate commerce of any High Contracting Party.

## Chapter VI.—Administrative Provisions.

### Article 15.

The High Contracting Parties shall take all necessary legislative or other measures in order to give effect within their territories to the provisions of this Convention.

The High Contracting Parties shall, if they have not already done so, create a special administration for the purpose of :

- (a) Applying the provisions of the present Convention ;
- (b) Regulating, supervising and controlling the trade in the drugs ;
- (c) Organising the campaign against drug addiction by taking all useful steps to prevent its development and to suppress the illicit traffic.

### Article 16.

1. Each High Contracting Party shall exercise a strict supervision over :

- (a) The amounts of raw material and manufactured drugs in the possession of each manufacturer for the purpose of the manufacture or conversion of any of the drugs or otherwise ;
- (b) The quantities of the drugs or preparations containing the drugs produced ;
- (c) The disposal of the drugs and preparations so produced with especial reference to deliveries from the factories.

2. No High Contracting Party shall allow the accumulation in the possession of any manufacturer of quantities of raw materials in excess of those required for the economic conduct of business, having regard to the prevailing market conditions. The amounts of raw material in the possession of any manufacturer at any one time shall not exceed the amounts required by that manufacturer for manufacture during the ensuing six months unless the Government, after due investigation, considers that exceptional conditions warrant the accumulation of additional amounts, but in no case shall the total quantities which may be accumulated exceed one year's supply.

### Article 17.

Each High Contracting Party shall require each manufacturer within His territories to submit quarterly reports stating :

- (a) The amount of raw materials and of each of the drugs received into the factory by such manufacturer and the quantities of the drugs, or any other products whatever, produced from each of these substances. In reporting the amounts of raw materials so received, the manufacturer shall state the proportion of morphine, cocaine or eegone contained in or producible therefrom as determined by a method prescribed by the Government and under conditions considered satisfactory by the Government ;
- (b) The quantities of either the raw materials or the products manufactured therefrom which were disposed of during the quarter ;
- (c) The quantities remaining in stock at the end of the quarter.

Each High Contracting Party shall require each wholesaler within his territories to make at the close of each year a report stating, in respect of each of the drugs, the amount of that drug contained in preparations, exported or imported during the year, for the export or import of which authorisations are not required.

### Article 18.

Each High Contracting Party undertakes that any of the drugs in Group I. which are seized by Him in the illicit traffic shall be destroyed or converted into non-narcotic substances or appropriated for medical or scientific use either by the Government or under its control, when these are no longer required for judicial proceedings or other action on the part of the authorities of the State. In all cases diacetylmorphine shall either be destroyed or converted.

### Article 19.

The High Contracting Parties will require that the labels under which any of the drugs or

preparations containing those drugs are offered for sale shall show the percentage of the drugs. These labels shall also indicate the name of the drugs as provided for in the national legislation.

## Chapter VII.—General Provisions.

### *Article 20.*

1. Every High Contracting Party in any of whose territories any of the drugs is being manufactured or converted at the time when this Convention comes into force, or in which he proposes either at that time or subsequently to authorise such manufacture or conversion, shall notify the Secretary-General of the League of Nations indicating whether the manufacture or conversion is for domestic needs only or also for export, the date on which such manufacture or conversion will begin, and the drugs to be manufactured or converted, as well as the names and addresses of persons or firms authorised.

2. In the event of the manufacture or conversion of any of the drugs ceasing in the territory of any High Contracting Party, He shall notify the Secretary-General to that effect indicating the place and the date on which such manufacture or conversion has ceased or will cease and specifying the drugs affected, as well as the names and addresses of persons or firms concerned.

3. The information furnished under this Article shall be communicated by the Secretary-General to the High Contracting Parties.

### *Article 21.*

The High Contracting Parties shall communicate to one another through the Secretary-General of the League of Nations the laws and regulations promulgated in order to give effect to the present Convention, and shall forward to the Secretary-General an annual report on the working of the Convention in their territories in accordance with a form drawn up by the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

### *Article 22.*

The High Contracting Parties shall include in the annual statistics furnished by them to the Permanent Central Board the amounts of any of the drugs used by manufacturers and wholesalers for the compounding of preparations, whether for domestic consumption or for export, for the export of which export authorisations are not required.

They shall also include a summary of the returns made by the manufacturers in pursuance of Article 17.

### *Article 23.*

1. The High Contracting Parties will communicate to each other, through the Secretary-General of the League of Nations, as soon as possible, particulars of each case of illicit traffic discovered by them which may be of importance either because of the quantities involved or because of the light thrown on the sources from which drugs are obtained for the illicit traffic or the methods employed by illicit traffickers.

2. The particulars given shall indicate as far as possible :

- (a) The kind and quantity of drugs involved ;
- (b) The origin of the drugs, their marks and labels ;
- (c) The points at which the drugs were diverted into the illicit traffic ;
- (d) The place from which the drugs were despatched, and the names of shipping or forwarding agents or consignors, the methods of consignment and the name and address of consignees, if known ;
- (e) The methods and routes used by smugglers and names of ships, if any, in which the drugs have been shipped ;
- (f) The action taken by the Government in regard to the persons involved, particularly those possessing authorisations or licenses, and the penalties imposed ;
- (g) Any other information which would assist in the suppression of illicit traffic.

### *Article 24.*

The present Convention shall supplement the Hague Convention of 1912 and the Geneva Convention in the relations between the High Contracting Parties bound by at least one of these latter Conventions.

### *Article 25.*

If there should arise between the High Contracting Parties a dispute of any kind relating to the interpretation of application of the present Convention, and if such dispute cannot be satisfactorily settled by diplomacy, it shall be settled in accordance with any applicable agreements in force between the parties providing for the settlement of international disputes.

In case there is no such agreement in force between the parties, the dispute shall be referred to arbitration or judicial settlement. In the absence of agreement on the choice of another tribunal, the dispute shall, at the request of any one of the Parties, be referred to the Permanent Court of International Justice, if all the parties to the dispute are parties to the Protocol of December 16th, 1920, relating to the Statute of that Court, and if any of the parties to the dispute is not a party to the Protocol of December 16th, 1920, to an arbitral tribunal constituted in accordance with the Hague Convention of October 18th, 1907, for the Pacific Settlement of International Disputes.

### *Article 26.*

Any High Contracting Party may, at the time of signature, ratification, or accession, declare

that, in accepting the present Convention, He does not assume any obligation in respect of all or any of His colonies, protectorates and overseas territories or territories under suzerainty or mandate; and the present Convention shall not apply to any territories named in such declaration.

Any High Contracting Party may give notice to the Secretary-General of the League of Nations at any time subsequently that He desires that the Convention shall apply to all or any of His territories which have been made the subject of a declaration under the preceding paragraph, and the Convention shall apply to all the territories named in such notice in the same manner as in the case of a country ratifying or acceding to the Convention.

Any High Contracting Party may, at any time after the expiration of the five years' period mentioned in Article 32, declare that He desires that the present Convention shall cease to apply to all or any of His colonies, protectorates and overseas territories or territories under suzerainty or mandate, and the Convention shall cease to apply to the territories named in such declaration as if it were a denunciation under the provisions of Article 32.

The Secretary-General shall communicate to all the Members of the League and to the non-Member States mentioned in Article 27 all declarations and notices received in virtue of this Article.

#### *Article 27.*

The present Convention, of which the French and English texts shall both be authoritative, shall bear this day's date, and shall, until December 31st, 1931, be open for signature on behalf of any Member of the League of Nations, or of any non-Member State which was represented at the Conference which drew up this Convention, or to which the Council of the League of Nations shall have communicated a copy of the Convention for this purpose.

#### *Article 28.*

The present Convention shall be ratified. The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all Members of the League and to the non-Member States referred to in the preceding Article.

#### *Article 29.*

As from January 1st, 1932, the present Convention may be acceded to on behalf of any Member of the League of Nations or any non-Member State mentioned in Article 27.

The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all the Members of the League and to the non-Member States mentioned in that Article.

#### *Article 30.*

The present Convention shall come into force 90 days after the Secretary-General of the League of Nations has received the ratifications or accessions of 25 Members of the League of Nations or non-Member States, including any four of the following: France, Germany, United Kingdom of Great Britain and Northern Ireland, Japan, Netherlands, Switzerland, Turkey, and United States of America.

Provided always that the provisions of the Convention other than Articles 2 to 5 shall only be applicable from the first of January in the first year in respect of which estimates are furnished in conformity with Articles 2 to 5.

#### *Article 31.*

Ratifications or accessions received after the date of the coming into force of this Convention shall take effect as from the expiration of the period of 90 days from the date of their receipt by the Secretary-General of the League of Nations.

#### *Article 32.*

After the expiration of five years from the date of the coming into force of this Convention the Convention may be denounced by an instrument in writing, deposited with the Secretary-General of the League of Nations. The denunciation, if received by the Secretary-General on or before the first day of July in any year shall take effect on the first day of January in the succeeding year, and if received after the first day of July shall take effect as if it had been received on or before the first day of July in the succeeding year. Each denunciation shall operate only as regards the Member of the League or non-Member State on whose behalf it has been deposited.

The Secretary-General shall notify all the Members of the League and the non-Member States mentioned in Article 27 of any denunciation received.

If, as a result of simultaneous or successive denunciations, the number of Members of the League and non-Member States bound by the present Convention is reduced to less than 25, the Convention shall cease to be in force as from the date on which the last of such denunciations shall take effect in accordance with the provisions of this Article.

#### *Article 33.*

A request for the revision of the present Convention may at any time be made by any Member of the League of Nations or non-Member State bound by this Convention by means of a notice addressed to the Secretary-General of the League of Nations. Such notice shall be communicated by the Secretary-General to the other Members of the League of Nations or non-Member States bound by this Convention, and if endorsed by not less than one-third of them, the High Contracting Parties agree to meet for the purpose of revising the Convention.



*Article 34.*

The present Convention shall be registered by the Secretary-General of the League of Nations on the day of its entry into force.

IN FAITH WHEREOF the above-mentioned Plenipotentiaries have signed the present Convention.

DONE at Geneva July thirteenth, one thousand nine hundred and thirty-one, in a single copy, which shall remain deposited in the archives of the Secretariat of the League of Nations, and certified true copies of which shall be delivered to all the Members of the League and to the non-Member States referred to in Article 27.

## 2. PROTOCOL OF SIGNATURE.

1. When signing the Convention for limiting the manufacture and regulating the distribution of narcotic drugs dated this day, the undersigned Plenipotentiaries, duly authorised to that effect and in the name of their respective Governments, declare to have agreed as follows:—

If on July 13th, 1933, the said Convention is not in force in accordance with the provisions of Article 30, the Secretary-General of the League of Nations shall bring the situation to the attention of the Council of the League of Nations, which may either convene a new Conference of all the Members of the League and non-Member States on whose behalf the Convention has been signed or ratifications or accessions deposited, to consider the situation, or to take such measures as it considers necessary. The Government of every signatory or acceding Member of the League of Nations or non-Member State undertakes to be present at any Conference so convened.

2. The Japanese Government made the following reservation which is accepted by the other High Contracting Parties:—

Crude morphine resulting from the manufacture of prepared opium in the factory of the Government-General of Formosa, and held in stock by that Government, shall not be subjected to the limitation measures provided for in this Convention.

Such stocks of crude morphine will only be released from time to time in such quantities as may be required for the manufacture of refined morphine in factories licensed by the Japanese Government in accordance with the provisions of the present Convention.

IN FAITH WHEREOF the undersigned have affixed their signatures to this Protocol.

DONE at Geneva, July thirteenth, one thousand nine hundred and thirty-one, in a single copy, which will remain deposited in the archives of the Secretariat of the League of Nations; certified copies will be transmitted to all Members of the League of Nations and to all non-Member States represented at the Conference.

## 3. FINAL ACT.

The Governments of Albania, Germany, the United States of America, the Argentine Republic, Austria, Belgium, Bolivia, the United Kingdom of Great Britain and Northern Ireland, Canada, Chile, China, Costa Rica, Cuba, Denmark, the Free City of Danzig, the Dominican Republic, Egypt, Spain, Abyssinia, Finland, France, Greece, Guatemala, Hejaz, Nejd and Dependencies, Hungary, India, the Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Monaco, Norway, Panama, Paraguay, the Netherlands, Peru, Persia, Poland, Portugal, Roumania, San-Marino, Siam, the Union of Soviet Socialist Republics, Sweden, Switzerland, Czechoslovakia, Turkey, Uruguay, Venezuela and Yugoslavia,

Desiring to supplement the provisions of the International Opium Conventions, signed at The Hague on January 23rd, 1912, and at Geneva on February 19th, 1925, by rendering effective by international agreement the limitation of the manufacture of narcotic drugs to the world's legitimate requirements for medical and scientific purposes, and by regulating their distribution,

Having received the invitation extended to them by the Council of the League of Nations, in accordance with the Resolutions adopted by the Assembly of the League of Nations, on September 24th, 1929, and October 1st, 1930, in order to study a Draft Convention for facilitating the limitation of the manufacture of narcotic drugs to the world's legitimate requirements for medical and scientific purposes, and for regulating their distribution,

Have, in consequence, appointed the following delegates:

who accordingly assembled at Geneva.

The Council of the League of Nations appointed as President of the Conference M. le Sénateur Louis de BROUCKERE.

The Secretarial work of the Conference was entrusted by the Secretary-General of the League of Nations to M. E. E. EKSTRAND, Director of the Sections for Opium Traffic and for Social Questions, Secretary-General of the Conference, and to the following Members of the Section for Opium Traffic and of the Legal Section of the Secretariat of the League of Nations: Mr. H. Duncan HALL, Secretary; M. Bertil A. RENBORG, Assistant Secretary; and N. P. BARANDON, Legal Adviser to the Conference.

In the course of a series of meetings between May 27th and July 13th, 1931, the instruments hereinafter enumerated were drawn up:

(1) Convention for limiting the manufacture and regulating the distribution of narcotic drugs;

(2) Protocol of Signature of the Convention.

The Conference also adopted the following Recommendations:

## I.

The Conference, recalling the proposal made by the Advisory Committee on Traffic in Opium and other Dangerous Drugs in the Model Code for the Administrative Control of the Drug Traffic, which was drawn up at its Eleventh Session to the effect that in countries the administrative organisation of which allows of such a procedure, the supervision of the trade in narcotics as a whole should be in the hands of a single authority, so that all supervisory measures over this trade may be unified; and that in countries where this supervision is in the hands of several authorities, steps should be taken to establish co-ordination among them,

Recommends that such Members of the League of Nations and non-Member States as do not at present possess such a single authority should forthwith consider the desirability of establishing one, with the duty of regulating, supervising and controlling the traffic in opium and other dangerous drugs, and of preventing and combating drug addiction and the illicit traffic; and that they should report to the Secretary-General of the League of Nations within a period of one year from the present date on the results of their examination of this question.

## II.

The Conference, recognising that the Model Code above referred to has been of considerable value to a number of Governments as a guide in the framing of legislation and administrative measures for the application of the Geneva Convention in their territories,

Recommends that a similar code should be drawn up before the entry into force of the Convention signed this day, and should be circulated to Governments with a request that they should be guided as far as possible by the code in framing the necessary legislative and administrative measures for the application in their territories of the said Convention.

Requests the Council of the League of Nations to ask the Advisory Committee on Traffic in Opium and other Dangerous Drugs to prepare such a code.

## III.

The Conference, having decided in accordance with the advice of the Experts attached to the Conference to include among the drugs which should be subject to the full provisions of this Convention and of the Geneva Convention (Group I.) certain drugs not at present brought under the Geneva Convention and The Hague Convention of 1912,

Recommends:

(1) That the Council of the League of Nations should request the Health Committee of the League to consider forthwith the desirability of bringing these drugs under the Geneva Convention, in accordance with the procedure of Article 10 of that Convention;

(2) That the Council should call the attention of Governments of countries to which the Hague Convention applies, but to which the Geneva Convention does not apply, to the proposal in this Convention and to the report of the Experts, with reference to the provisions of Article 14(d) of The Hague Convention.

## IV.

The Conference recommends that Governments should consider the desirability of establishing a State monopoly over the trade in and, if necessary, over the manufacture of, the drugs covered by the Convention signed on this day's date.

The German delegation stated that it could not accept these recommendations.

## V.

The Conference,

Considering that, in order to combat more efficiently the smuggling and abuse of the substances covered by the Convention of this day's date, it is necessary by means of an international agreement to supplement the penalties provided for in Article 20 of The Hague Convention of 1912 and in Article 28 of the Geneva Convention,

Considering that the Advisory Committee on Traffic in Opium and other Dangerous Drugs has been presented by the International Criminal Police Commission with a draft international convention for the suppression of the illicit traffic in narcotic drugs, the main features of which are based on the Convention of April 20th, 1929, against Counterfeit Currency,

Expresses the wish that on the basis of the work undertaken by the Advisory Committee a Convention may be concluded with the least possible delay for the prosecution and punishment of breaches of the Law relating to the manufacture, trade in and possession of narcotic drugs;

And requests the Council to draw the attention of Governments to the importance of such a Convention in order to hasten the meeting of a Conference to conclude a Convention on this question.

## VI.

The Conference,

Recognising the highly dangerous character of diacetylmorphine as a drug of addiction and the possibility in most if not all cases of replacing it by other drugs of a less dangerous character,

Recommends that each Government should examine in conjunction with the medical profession the possibility of abolishing or restricting its use, and should communicate the result of such examination to the Secretary-General of the League of Nations.

## VII.

The Conference,

Recommends that the Governments should study the possibility of applying the system of

international control provided in the Geneva Convention to every preparation containing any of the drugs included in Group I., whatever the drug content of the preparation.

The Conference further recommends that the Council of the League of Nations should invite the Advisory Committee on Traffic in Opium and other Dangerous Drugs to examine the question.

The German Delegation stated that it could not accept these recommendations.

### VIII.

The Conference,

Recommends that, in order to facilitate the application of the measures directed against drug addiction and the illicit traffic, Governments should consider the possibility of excluding from the benefits of most-favoured-nation clauses in future commercial treaties and agreements the substances to which the Geneva Convention and this Convention apply.

The delegations of Denmark, Germany, the Netherlands, Siam, Sweden and Switzerland stated that they could not accept this recommendation.

### IX.

The Conference,

Considering that, subject to possible fluctuations in world requirements for medical and scientific purposes, the amounts of morphine diacetylmorphine and cocaine manufactured for use as such during the period prior to the coming into force of the Convention signed to-day should not exceed the average amount of the total world needs, based on the average medical and scientific requirements of the individual countries, and that the studies made by the Secretariat of the League of Nations in documents of the Conference (Documents L.F.S.3 (1), Parts I, II and III, 8, 61 and 65) for the years 1928, 1929 and 1930 have resulted in an estimate of the total present world requirements of these drugs for use as such which is approximately as follows :

						Tons.
Morphine	..	..	..	..	..	9
Diacetylmorphine	..	..	..	..	..	2
Cocaine	..	..	..	..	..	5½

Requests the Council of the League of Nations to instruct the Secretary-General to draw the attention of the Members of the League and the States non-Members to these documents and to the present resolution, and

Recommends that, pending the entry into force of the Convention signed to-day, the countries manufacturing these drugs shall limit the manufacture of these drugs for use as such as nearly as possible to the quantities required for domestic consumption, and export for medical and scientific purposes.

### X.

The Conference,

Recommends that the League of Nations be enabled to give prizes as a reward for results obtained by research work for the purpose of discovering medicines which, although producing the same therapeutic effects as the drugs, do not give rise to drug addiction.

# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. XI., No. 8.

AUGUST, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month, August, 1931</i> . . . . .	203	2. Mandates : Twentieth Session of the Commission . . . . .	208
II. <i>Reduction of Armaments :</i> Position of Armaments in the various Countries . . . . .	204	VII. <i>Social and Humanitarian Questions ;</i> Tenth Session of the Permanent Central Opium Board . . . . .	211
III. <i>Commission of Inquiry for European Union :</i> 1. Economic Co-ordination . . . . .	204	VIII. <i>Forthcoming Events</i> . . . . .	212
2. Sub-Committee of Economic Experts . . . . .	204		
3. Committee on Credit Problems . . . . .	205	<i>The Permanent Court of International Justice.</i>	
IV. <i>Legal and Constitutional Questions :</i> International Engagements, Registration of Treaties . . . . .	207	1. Customs Régime between Germany and Austria . . . . .	213
V. <i>The Technical Organisations :</i> The Economic and Financial Organisation, The Gold Delegation . . . . .	208	2. Railway Traffic between Lithuania and Poland . . . . .	213
VI. <i>Administrative Questions :</i> 1. Forty-sixth Report of the Saar Governing Commission . . . . .	208	3. Treatment of Polish Nationals, etc., in the Territory of the Free City of Danzig . . . . .	213
		4. The Eastern Greenland Case . . . . .	213
		5. Free Zones of Upper Savoy and the District of Gex . . . . .	213
		6. Representation of the Court at the Twelfth Session of the Assembly . . . . .	213

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

August, 1931.

As in preceding years, August was mainly devoted to the preparation of the September sessions of the Assembly and the Council.

The Permanent Central Opium Board met from the 10th to the 20th of the month, to prepare its report for the Council. Other meetings, of a purely economic character, were those of the Committee of Economic Experts, a Committee on Credits, and the Co-ordination Sub-Committee appointed by the Commission of Inquiry for European Union.

The British and Netherlands Governments

forwarded to the Secretary-General memoranda giving details of the position in regard to their armaments. Another important communication received in the Secretariat was the forty-sixth quarterly report of the Saar Governing Commission.

Towards the end of the month, in pursuance of the plan for League co-operation with China, a mission left for that country composed of the League Medical Director, the personal assistant of the Secretary-General, and four educational experts.

## II.—REDUCTION OF ARMAMENTS.

### POSITION OF ARMAMENTS IN THE VARIOUS COUNTRIES.\*

#### *Communication from the British Government.*

At the request of the British Government, the Secretary-General has communicated to the Governments invited to the Disarmament Conference a letter from the British Foreign Secretary, dated August 4th, with an annex containing detailed returns of the position of the armaments of the United Kingdom.

This information in respect of the military, naval and air forces of the British Government is transmitted in the form of the tables annexed to the draft Disarmament Convention and to the report of the Committee of Experts on Budgetary Questions.

The returns contained in Tables I. to V. annexed to Chapter A. of Part 1, and the return of budgetary expenditure for land forces relate only to forces under the direct control of, or expenditure directly incurred by, His Majesty's Government in the United Kingdom. The Foreign Secretary draws attention to the fact that small land forces or formations organised on a military basis are maintained by the Governments of Southern Rhodesia and of certain colonies and dependencies, and expresses the intention of furnishing returns of these forces at the earliest possible moment.

#### *Communication from the Netherlands Government.*

The Secretary-General has also received and circulated a letter, dated August 6th, from the

Netherlands Foreign Minister, with an annex, giving detailed information on the position of armaments in its country. The Foreign Minister states in his covering letter that, in compiling the tables, the Netherlands Government has scrupulously adhered to the framework contained in the convention drawn up by the Preparatory Commission for the Disarmament Conference, thus complying with the suggestion put forward by the British Government. As it is anxious, in view of the coming Conference, to lose no time in supplying information in the most convenient form, the Netherlands Government has made full use of the tables appended to the draft Convention and has added such remarks as appeared necessary. The Foreign Minister adds, however, that it must be understood that the adoption of this method in no wise prejudices the attitude which his Government may take at the Conference in regard to the extension of obligations to be assumed by States signing the Convention.

The Netherlands Government is also prepared to supply particulars of its military expenditure according to the recommendations of the Committee of budgetary experts. As, however, these recommendations are not in complete harmony with the Netherlands budgetary methods, it has not as yet been possible to complete the work of adaptation. The information in question will follow at the earliest possible moment.

## III.—COMMISSION OF INQUIRY FOR EUROPEAN UNION.

### 1. ECONOMIC CO-ORDINATION.

The European Sub-Committee for Economic Co-ordination appointed by the Commission of Inquiry for European Union met on August 31st, and remained in session at the beginning of September.

All the States taking part in the work of the Commission are represented on this Sub-Committee, which elected M. Bech (Luxemburg) to the Chair.

This body's mandate is to co-ordinate and, where necessary, to amplify conclusions referred to it by special Sub-Committees of the Commission of Inquiry. Its competence is not necessarily limited to the questions dealt with at meetings of the special Sub-Committees.

An account of the proceedings will be given in the next number.

### 2. SUB-COMMITTEE OF ECONOMIC EXPERTS.

The Sub-Committee of Economic Experts of the Commission of Inquiry for European Union met from August 24th to 29th, under the chairmanship of M. Trip (Netherlands).

There were further present M. Duchemin (France), M. de Michelis (Italy), M. Minkowski (Poland), M. Bjorn Prytz (Sweden), M. Preobragensky (Union of Soviet Socialist Republics), M. Suetens (Belgium) (replacing M. Franquill), M. Lammers (Germany), Sir Walter Layton (British Empire), and M. Dvoracek (Czechoslovakia).

The Sub-Committee adopted a report for submission to the Economic Co-ordination Sub-Committee which met on August 31st.

In the preamble, the report recalls that the aim of the Sub-Committee was to seek means calculated to bring about closer and more profitable co-operation between the different countries

\* See Monthly Summary, Vol. XI., No. 1, p. 7, and No. 6, p. 152.

with a view to improving the general economic situation and, in particular, that of Europe.\* The members unanimously noted that there was no possibility of achieving or even of approaching this end without freer circulation of goods, capital and labour.

The reasons why the efforts made in this direction since the World Economic Conference of 1927 have not produced more adequate results are summarised in the preamble, which is followed by three chapters entitled "Commercial Policy," "Industrial Agreements," and "Long and Medium Term Credits."

In the chapter on commercial policy, the experts emphasise the disadvantages, from an economic point of view, of the multiplicity of customs tariffs resulting from the division of Europe into a large number of separate economic units. The advantages of an enlarged economic unit are, the experts considered, obvious. The ultimate goal must be the widest possible collaboration of the nations of Europe, in the sense of making Europe a single market for the products of any and every country in it. The experts are not blind to the great difficulties which stand in the way of the rapid accomplishment of any scheme for European union. They have, accordingly, considered by what practical means any *rapprochement* among the countries of Europe in the economic field might be advanced, and set forth the conditions governing such *rapprochement*. Customs unions, should such be envisaged, should be such as to ensure that they are in conformity with the general interest and contribute to the general progress of Europe. They must not injure the interest of other countries, but must, on the contrary, tend to encourage economic intercourse with them; they must, as far as possible, include the free movement of individuals, goods and capital, and indeed all forms of economic activity, so that a fair balance may be established between sacrifices and advantages. If they lead to treaties or agreements different from the ordinary commercial treaties:

(1) These must open to accession by all countries prepared to conform to the obligations which such treaties or agreements entail;

(2) They must provide for the granting of the stipulated advantages to non-signatory countries which accord equivalent advantages, whether by treaty or by virtue of their own autonomous policy.

It is not in any way wished to modify the general basis of the most-favoured-nation clause, which must remain the essential safeguard of

normal commercial relations between the nations.

If any of the agreements contemplated should in any way affect the rights which third parties enjoy under that clause, such agreements cannot of course come into force until an understanding has been reached with these non-contracting parties.

Cases may, however, arise in which European or non-European countries which are not parties to the agreements in question may, without prejudice to their individual interests, be willing to agree to some modification of their rights in view of the benefits likely to accrue to the world in general from the growing prosperity of Europe as a whole which such agreements are designed to promote.

Closer economic relations between nations, the experts conclude, would, moreover, offer positive advantages to other countries, including non-European countries, in consequence of the increased economic activity which would result from them.

In Part II, the experts draw attention to the advantages of international industrial agreements. No artificial encouragement should be afforded to the creation of such combines. Neither their formation nor their operation should be influenced by any governmental action aimed at using them as an instrument of pressure in the field of commercial policy. This chapter further sets forth the conditions which must obtain if combines are to have a beneficial influence. The experts emphasise that they may lead to a community of interests favourable to the realisation of European union, and recommend that the League should continue its investigations and inquiries into the principal industrial problems.

In Part III.—Long and Medium term Credits—the experts examine the serious disadvantages attendant upon the fact—one of the most striking evidences of the crisis—that, owing to the lack of confidence, international export of long term capital for productive purposes has practically ceased. A remedy to this state of affairs might be sought in the creation of an institution for granting long and medium term credits. The object of such an institution would be to carry out all financial and banking transactions necessitating co-operation between the financial establishments of the different markets with a view to reviving trade. It is proposed that a suitable organ should carry out a complete technical study of this proposal.

### 3. COMMITTEE ON CREDIT PROBLEMS.

The Committee appointed by the Council and by the Commission of Inquiry for European

\* See Monthly Summary, Vol. XI., No. 5, p. 120, and No. 6, p. 152.

Union to consider, in conjunction with a delegation of the Financial Committee, "what practical steps can be taken to facilitate the use of state loans of an international character by more active intervention on the part of the League of Nations, within the scope of its organisation and in agreement with the bodies controlling the principal markets,\* met at Geneva from August 24th to 26th.

The meeting was opened by M. Avenol, Deputy Secretary-General of the League, who said :

"During the past three months the lack of confidence has also begun to affect short term capital. To remedy the crisis which has thus arisen, considerable efforts have been made with a view to international co-operation, in particular by the Bank of International Settlements. But temporary assistance to various national banks is not sufficient. From the moment that the position of the banks threatens the entire equilibrium of the country, Governments must intervene with a view to restoring confidence and re-establishing tranquility.

"This is the difficult task which will confront the Governments which assemble next week at Geneva; it is therefore desirable that before meeting Governments should have at their disposal opinions of experts calculated to guide them in their joint action. It is, in the first place, the smaller countries and those in a more isolated position which feel the need of encouragement and of a definite assurance that their position is being sympathetically considered. But it is necessary to co-ordinate the efforts undertaken, those of Governments as well as those of banks of issue. This Committee is called upon to examine methods for such co-ordination."

There were present :

#### A. *Government Representatives :*

M. Vincent (Belgium), replacing M. Gutt; M. Escallier (France); M. Pinsent (Great Britain); M. Marcus Wallenberg (Sweden); Dr. Bachmann (Switzerland).

#### B. *Delegation of the Financial Committee :*

M. Suvich (Chairman of the Financial Committee); M. de Chalendar; Mr. Norman Davis; Dr. Kempner; M. Ter Meulen; Sir Henry Strakosch.

On the proposal of M. Escallier, M. Bachmann, President of the Swiss National Bank, was unanimously elected to the Chair.

At the end of its meeting, the Committee unanimously adopted a report which was forwarded to the Co-ordination Sub-Committee and to the Commission of Inquiry for European Union. In this document, after recalling the report submitted by the Financial Committee to the 1930 Assembly, as well as the proposals submitted by the French Government to the May session of the Commission of Inquiry, the

Committee drew attention to the "changes of the gravest character" which had taken place in the financial position of the world since May, 1931.

Since 1929 short-term borrowing had undoubtedly been resorted to not only for working capital, but also for fixed capital or other forms of permanent investment. The situation so created was of an unstable character and any shock to confidence was naturally sufficient to upset equilibrium. The report continued :

"Meeting as it is at the acutest moment of the crisis, the Committee has fully realised that the difficulties which it has had to study and the remedies which it proposes are, relatively speaking, quite secondary in character. At this moment, when the general economic and monetary situation calls for daily action by the responsible authorities, it may seem idle to recommend measures which will be neither immediate in their effect nor dominant in their efficacy.

"The factor which, more than any other, is upsetting the normal course of long-term lending transactions is the shaking of confidence which has resulted from the fall in prices and the consequent economic and social disequilibrium and from political causes. Capital exists, but it will not become fully available until confidence is gradually restored.

"It is not for us to suggest what political measures might be taken in this connection by individual Governments or by means of inter-Governmental action, nor is it for us to define the economic or monetary measures whereby the existing disequilibrium might be corrected: but only by a visible improvement in political and economic conditions will it be possible to re-establish, along with the revival of confidence, the normal current of investments, which, in its turn, will be a most beneficial factor in restoring prosperity."

Referring to the second provisional report of the Gold Delegation, the provisional report on the economic depression and the report of the Committee appointed on the recommendation of the London Conference, the Committee endorsed the proposal of the French Government that the Financial Committee, acting in accordance with the Council's instructions, should be prepared to consider such applications as borrowing States may make for its assistance. On the other hand, the Committee considered that it was hardly the function of the Financial Committee to take part with bankers in the formation of lending groups.

The Financial Committee is in a position to offer borrowers the advantage of an impartial, public and considered statement of the financial position of a country. In the case of disputes between Governments and bondholders the Financial Committee can play the part of arbitrator, but in this case it will obviously be appropriate for it or its members to act at the same time as trustees of the loan, a function

\* See Monthly Summary, Vol. XI, No. 6, p. 120.

for which the Bank of International Settlements seems particularly well suited. On the other hand, it might prove advisable in the future for the League Financial Organisation to maintain contact with the Governments of States which have recourse to it for assistance for a somewhat longer period of time. Such Governments should be enabled to obtain the advice of the Financial Committee which should, in its turn, be able to keep the public informed of the financial situation of these States by means of statements of the public finance of countries issuing loans under the auspices of the League.

The Financial Committee would seem to be the suitable organ for the execution of the League's decisions, and the Committee considered that there was no reason for contemplating the creation of any new bodies. The report continues:

"The Financial Committee has, in the past, adopted the system of appointing *ad hoc* delegations for one question or another with which it has been dealing, consisting of certain of its own members and of certain other persons with a special competence in the matter under consideration. We suggest that, for the purpose of such work as may arise in connection with the issue of international loans in the future, close co-operation with the Bank for International Settlements would be desirable, and we also consider that assistance of Treasury officials would prove useful."

The report then discusses the question of the free international circulation of bonds, and approves the suggestions of the French memorandum with regard to the freer admission of foreign securities to various national markets; the more active participation of national financial institutions in investigations abroad,

and facilities for the placing on the loan markets of reliable foreign issues by means of appeals to the public.

As regards the inquiries undertaken by the International Labour Office with a view to relieving unemployment by means of important public works, the Committee did not feel able to express an opinion on the technical or economic value of such works. It proposed that the Council should invite the Committee of Inquiry on general questions relating to public works and national technical equipment appointed by the Transit Organisation to examine, in conjunction with representatives of the Labour Office and, where necessary, of the competent League organisations, such concrete proposals as Governments might submit to the League; its examination should bear specially upon the following points:

(a) The economic necessity of the public works in question and the co-ordination with other schemes both from a national and a European point of view.

(b) Their chances of profits and productivity at an early date.

The Financial Committee would advise as to the action to be taken on the conclusions of the Committee of Inquiry.

Finally, the report states that the Committee has been informed that the Committee of Economic Experts has had before it a scheme for the creation of a financial institution for intermediate and long-term credits. It has not examined this scheme, which raises a number of complex and important questions, consideration of which in present circumstances seems to the Committee premature.

#### IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

##### INTERNATIONAL ENGAGEMENTS.

##### *Registration of Treaties.*

Among the international engagements registered in August figure the following treaties and agreements:

Agreements relating to the obligations arising out of the Treaty of Trianon (Paris, April 28th, 1930), presented by France;

An Agreement relating to the liquidation of Hungarian property (London, July 1st, 1930), concluded by Great Britain and Northern Ireland, New Zealand, India, and Hungary, presented by Great Britain;

An Exchange of Notes between the United States and Spain (Washington, August 24th, 1927, May 13th and June 20th, 1929), presented by Spain;

A Commercial Convention (Madrid, June 15th, 1927) between Cuba and Spain, presented by Cuba; a Treaty of friendship, commerce, and navigation (Nanking, September 18th, 1929), between China and Poland, presented by Poland; a Convention on commerce and navigation (Warsaw, April 10th, 1930) between Greece and Poland, presented by Poland; an Establishment Convention and Treaty of friendship (Teheran, October 29th, 1930) between Persia and Czechoslovakia, presented by Czechoslovakia;

Agreements for the exemption of shipping profits from income tax (Washington, April 16th and June 10th, 1930, and Oslo, August 5th, 1931) between the United States and Spain and Norway and Denmark, presented respectively by Spain and Norway;



A Convention (Stockholm, May 11th, 1929) between Norway and Sweden, settling certain questions concerning waterways, presented by Norway; an Agreement for the suppression of the passport visa between Danzig and Finland (Warsaw, May 19th and June 8th, 1931), presented by Poland;

A Veterinary Convention (Rome, July 22nd,

1930) between Italy and Poland, presented by Poland;

A Convention (Paris, November 27th, 1930) between Great Britain and Northern Ireland, Australia, New Zealand, and the South African Union and Monaco concerning the application to certain protectorates and mandated territories of the Extradition Treaty of December 17th, 1891, presented by Great Britain.

## V.—THE TECHNICAL ORGANISATIONS.

### THE ECONOMIC AND FINANCIAL ORGANISATION.

#### *The Gold Delegation.*

The delegation appointed by the Financial Committee to study the gold problem met on August 27th and was still in session at the beginning of September. There were present M. Janssen (Belgium), Chairman; M. de

Chalendar (France), M. Mlynarski (Poland), Sir Henry Strakosch (Union of South Africa), M. Bonn (Germany), M. Cassel (Sweden), Sir Reginald Mant (Great Britain), and M. Trip (Netherlands).

An account of the proceedings will be given in the next number.

## VI.—ADMINISTRATIVE QUESTIONS.

### I. FORTY-SIXTH REPORT OF THE SAAR GOVERNING COMMISSION.

The forty-sixth report of the Saar Governing Commission, which the Secretary-General has received, describes the economic, social and administrative situation in the territory during the second quarter of 1931.

*Economic and Social Situation.*—Numerical data are given with regard to the coal, coke, cast-iron and steel production, cost of living and unemployment. The number of unemployed fell from 20,139 in February to 14,886 in May (still more than double the figures for the corresponding months of 1930).

*Administrative Situation.*—On account of the budget deficit, due in the first place to expenditure on unemployment relief and to the decrease in railway revenue, the Commission decided to reduce the salaries of officials. From July 1st, 1931, to April 1st, 1932, provisionally, basic salaries and allowances have been reduced by 6 per cent.; there is no change as regards allowances for houses and children. This reduction will affect the senior rather than the intermediate and subordinate officials, for, in that category, allowances for housing and children are proportionately smaller than in the others. These measures will produce an annual saving of some twenty million francs.

Although the salaries of the Members of the Governing Commission are fixed by the Council of the League of Nations, these officials have, of their own accord, decided to pay 6 per cent. of their salaries into the general revenue of the territory.

In conclusion, the report states that "the

second quarter of 1931 was characterised by an economic depression sufficiently serious to show that the Saar territory was also suffering from the world crisis. Continued unemployment and an increased railway deficit caused the Commission to take the above measures. The Commission must continue to watch the development of the crisis with the greatest attention."

### 2. MANDATES.

#### *Twentieth Session of the Commission.*

The observations made at the twentieth session of the Permanent Mandates Commission\* on the annual reports on certain territories under A and C Mandates and the conclusions reached with regard to certain petitions and general questions may be summarised as follows:

#### *A. Observations concerning Mandated Territories. Territories under A Mandate.*

*Palestine.*—In addition to the annual report on Palestine for 1930, the Commission had received, from the Mandatory, Sir John Hope Simpson's report on immigration, colonisation and agricultural development, Mr. C. F. Strickland's report on the possibility of agricultural co-operation in Palestine, and the report of a Committee appointed by the High Commissioner on the economic conditions of agriculturists in Palestine and fiscal government measures in relation thereto.

The Commission noted that order had been maintained in Palestine during the year 1930, thanks to a series of measures taken by the

\* See Monthly Summary, Vol. XI., No. 6, p. 164.

Mandatory, including the reorganisation of the police. It also noted a statement by the accredited representative to the effect that the British Government was endeavouring to facilitate Jewish immigration without prejudicing the Arab majority by increasing Palestine's economic capacity to absorb immigrants. A systematic plan of agricultural development is to be entrusted to a special commissioner. The accredited representative expressed the view that the improvement of relations between Arabs and Jews depended on a just settlement, based on a detailed study of a series of economic questions for which the Mandatory was seeking the assistance of the population.

The Commission expressed the hope that the new endeavours to solve the problem of relations between Arabs and Jews would be crowned with success.

The Commission was informed by the accredited representative that the Mandatory intended to set up a legislative council. It expressed the hope that the Mandatory would shortly give effect to its intention to reorganise the municipal authorities, and would confer upon them as wide powers as possible. The British Government having informed the Commission that it had spent over nine million pounds sterling in Palestine since 1921, the Commission asked that the next report should give detailed figures as to the amount appropriated from this sum for civil administration and the economic development of the territory.

As regards immigration and emigration, the Commission expressed the view that the periodical compilation of more accurate unemployment statistics would be of assistance in determining the annual quotas of labour contingents to be admitted into Palestine.

The Commission hoped that the report by the international Commission which had finally determined the rights and claims of Jews and Moslems with regard to the Wailing Wall at Jerusalem would put an end to past controversies on this subject.

*Syria and Lebanon.*—The Organic Statute for Syria and the Lebanon promulgated in May, 1930, has begun to be applied.\* The Commission recorded the Mandatory's intention of shortly concluding treaties with the Syrian and Lebanese Governments, taking into account the evolution which had taken place and the progress achieved. The accredited representative stated that the present stage pointed to the termination of the Mandate for these territories at a not very distant date, and that, consequently, these treaties would relate not

only to the execution of the Mandate, but to its replacement by a new régime. The Commission expressed the hope that, in these agreements, the Mandatory would endeavour to ensure the maintenance of certain rights and interests, the safeguarding of which was specially entrusted to it until the termination of the Mandate, and asked to be kept regularly informed of developments.

It asked for complete information as regards the Conference of Common Interests provided for in the Organic Statute, for supplementary details as to the distribution of the rates and expenditure of the joint budget, and the operation of the land credit system. It noted with satisfaction that an order had been adopted regulating the age for the admission of children to industrial employment and night work, and requested information on the question of legislation regulating female labour in Syria and the Lebanon and labour legislation in the other political units of the territory.

#### *Territories under C Mandate.*

*Nauru.*—The Commission asked for further information concerning the supply of liquor to the natives of Nauru. It noted the progress made in the campaign against leprosy.

*New Guinea.*—Considering the social conditions of the natives of New Guinea, the Commission asked for further information as to the authority of the chiefs over their people. It welcomed the evidence in the report of the Mandatory's perseverance in seeking to improve conditions of indentured labour. It also asked whether the system of indentured labour and the absence of a large proportion of the men in the plantations or the mines had had a prejudicial effect on village life. It requested some indication as to the proportion of males and females remaining in the villages, and the reforms under consideration concerning the recruiting system, increased inspection, and the safeguarding of the interests of time-expired labourers travelling home.

Supplementary details were requested as to export bounties on products despatched from New Guinea to Australia.

*South-West Africa.*—The Commission expressed a special desire to know whether the Mandatory held itself responsible for the budget of the mandated territory voted by the local legislature and, if so, how it carried out its duties in this respect. It asked for detailed information regarding the arrangements the Mandatory proposed to make in view of the increase of the budget deficit and the debt of the territory. Noting the efforts made by the Mandatory to relieve the victims of the

\* See Monthly Summary, Vol. XI., No. 9, p. 183.

drought, it requested supplementary information concerning the steps taken to make good losses in livestock. Another question in regard to which the Commission desired information was that of the measures contemplated by the Mandatory to decrease still further the death-rate among mine labourers, in particular the Angola Ovambos. It noted with satisfaction the interest taken by the administration in native education, and the co-operation with the missions in this respect.

*B. Special Report on the Progress of Iraq during the Period 1920-1931.*

The report of the British Government on the progress made by Iraq between 1920 and the present day was considered by the Commission at this session. The Commission stated that it was in a position to submit to the Council its opinion on the British proposal for the termination of the Iraq Mandate as soon as the Council has reached a decision as to the general conditions\* which must be fulfilled before a mandate can be brought to an end, and after examining the proposal in the light of that decision.

*C. General Questions.*

*1. General Conditions to be fulfilled before the Mandate Régime can be brought to an end in respect of a country placed under that Régime.*

The Commission investigated this question within the limits fixed by the Council at its January session, *i.e.*, it confined its examination to the general aspect of the problem. The Commission expressed the opinion that the emancipation of a territory under Mandate should be dependent on two preliminary conditions :

1. The existence in the territory concerned of *de facto* conditions justifying the presumption that the country had reached the stage of development at which a people had become able " to stand by itself under the strenuous conditions of the modern world "† ; and

2. Certain guarantees to be furnished by the territory desiring emancipation to the satisfaction of the League, in whose name the mandate had been conferred and had been exercised by the Mandatory.

The Commission considered that it was a question of fact and not of principle whether a people which had hitherto been under tutelage had become fit to stand alone without the advice and assistance of a mandatory. This could only be settled by careful observation of the political, social and economic development of each territory. This observation must be

continued over a sufficient period for the conclusion to be drawn that the spirit of civic responsibility and social conditions had so far progressed as to enable the essential machinery of a state to operate and to ensure political liberty.

Subject to these general considerations, the Commission suggested that the following specific conditions must be fulfilled :

(a) The territory must have a settled government and an administration capable of maintaining the regular operation of essential government services ;

(b) It must be capable of maintaining its territorial integrity and political independence ;

(c) It must be able to maintain the public peace throughout the whole territory ;

(d) It must have at its disposal adequate financial resources ;

(e) It must possess laws and a judicial organisation which will afford equal and regular justice to all.

The guarantee to be furnished by the new state should, the Commission considered, take the form of a declaration binding the new state to the League, or of some instrument formally accepted by the Council as equivalent to such an undertaking. The new state should ensure and guarantee, without prejudice to any supplementary guarantees justified by circumstances :

(a) The effective protection of racial, linguistic, and religious minorities ;

(b) The privileges and immunities of foreigners (in the Near Eastern territories) ;

(c) The interests of foreigners in judicial, civil, and criminal cases, in so far as these interests are not guaranteed by capitulations ;

(d) Freedom of conscience and public worship and the free exercise of the religious, educational, and medical activities of religious missions, subject to measures for the maintenance of public order, morality, and effective administration ;

(e) The financial obligations regularly assumed by the former Mandatory ;

(f) Rights of every kind legally acquired under the mandate régime ;

(g) The maintenance in force, subject to their duration and the right of denunciation of the parties, of international conventions both general and special to which during the Mandate the mandatory had acceded on behalf of the territory.

In addition the Commission considered that it would be desirable that the new state, if hitherto subject to the economic equality clause, should secure to all States Members of the League most-favoured-nation treatment as a transitory measure, subject to reciprocity.

*2. General and Special International Conventions applied to Mandated Territories.*

The Commission noted that, generally speaking, Powers had notified their accession to the

\* See below.

† Article 22 of the Covenant.

Conventions to which the Mandates obliged them to accede, or had extended to the territories under their mandate the Conventions applied in their neighbouring possessions or colonies. It considered that, during the examination of the annual reports, the attention of the accredited representatives might be drawn to any omissions that might have been noted. The table of general conventions applied in the territories under mandate should, it proposed, be distributed to Members of the League and constantly kept up to date. The table of special conventions should until further notice retain the character of a private document for the Commission's exclusive use.

#### *D. Pipe Line of the Iraq Petroleum Company.*

A special question considered by the Commission concerned the compatibility of an agreement concluded by the Iraq Petroleum Company with the British High Commissioner in Palestine and with the Lebanese and Syrian Governments with Article 18 of the Palestine Mandate and Article 11 of the Syrian and Lebanese Mandate. The Commission came to the conclusion that the provisions of the Mandates did not constitute an obstacle to the granting of the advantages conferred by the agreement on the Company, which had received a concession for the construction of a pipe line in Palestine, Syria and Lebanon. Doubts were, however, expressed by certain of the members as to whether some of the clauses of the agreement kept the necessary balance between the advantages granted to the concessionary and those accruing to the territories.

#### *E. Petitions.*

The Commission considered a series of petitions concerning Iraq, Palestine, Syria and the Lebanon, together with the observations of the Mandatories.

In regard to petitions from M. A. Hormud Rassam concerning the situation of the non-Moslem minorities in Iraq, the Commission, without recommending special action, suggested that the Council should draw the Mandatory's attention to the necessity of not relaxing its supervision over minorities in Iraq, and of securing from the Iraq Government the guarantees for the treatment of minorities which it was prepared to give. The petitioner should be informed that the League would continue to see that the rights of the minorities were respected, and would do so all the more sympathetically if convinced of the goodwill of the minorities to promote the security and prosperity of the State.

It further considered eight petitions from various Kurdish personages and groups in Iraq, together with the observations of the Mandatory. It recommended the Council to thank the Mandatory for the care with which it had carried out its inquiries, and to request it to urge that the Iraq Government should be guided in its dealings with the Kurds by a spirit of broad toleration towards a minority worthy of respect, to inform the petitioners that the League would ensure the respect of their rights with all the greater zeal and sympathy if it was convinced that the Kurds were loyally contributing to the security and prosperity of the state, and to give closest attention to the uneasiness prevalent in the Kurdish population due to uncertainty as to its fate if the British protection were withdrawn.

As regards certain other petitions, including that of the British Oil Development Company, the Commission expressed the view that it was not competent to examine them on behalf of the Council. Others it considered did not call for any special action on the part of the Council.

## VII.—SOCIAL AND HUMANITARIAN QUESTIONS.\*

### TENTH SESSION OF THE PERMANENT CENTRAL OPIUM BOARD.

The tenth session of the Permanent Central Opium Board was held at Geneva from August 10th to 20th, with Mr. Lyall (British) in the Chair.

The agenda included the examination of the progress report of the Secretary for the period which had elapsed since the April session of

the Board, as well as a study of statistical tables and graphs to be annexed to the report to the Council, a table of discrepancies and a comparative table of import and export statistics for the first quarter of 1931. Another question before the Board concerned the work and the results of the Conference for the Limitation of Drug Manufacture, which had entrusted the Board with several new duties.

In connection with the first item—the progress report of the Secretary—the Board noted with satisfaction that the Chinese Government had sent regular quarterly statistics of the importation and exportation of opium and other

#### ERRATUM.

\* Vol. XI., No. 7, p. 183. The name of Liberia should be deleted from the list of non-Member States attending the Conference on the Limitation of the Manufacture of Narcotic Drugs.

dangerous drugs. Similar information furnished by the Turkish Government did not show the countries from which drugs had been imported and, as regards raw opium, only gave the quantities exceptionally exported by manufacturers. The Turkish authorities have informed the Board that Turkish law does not require indication of the country from which it is proposed to obtain drugs; government supervision, therefore, applies only to drug manufacture. In the section of its report to the Council dealing with the drug traffic in Turkey, the Board noted that in 1930 and at the beginning of 1931 illicit drug traffic had actually existed in that country. As, however, the information at its disposal led it to conclude that the Turkish Government desired to adopt strict and effective measures to suppress the traffic, the Board adjourned this question, relying on thorough-going co-operation on the part of the Turkish Government.

The annual statistics for 1930 showed, the Board noted, considerable progress compared with those of the preceding year. The South African Government had informed the Board that it was unable to forward data concerning stocks. The Board decided to request the South African Government to take the necessary steps to conform to the stipulation of the Geneva Opium Convention requiring such data.

After hearing its Secretary on his mission to Roumania, the Board considered the measures which the Roumanian Government proposed to take with a view to effective supervision over the international drug trade, without which it was impossible to furnish such statistics as

might enable the Board to perform its duties under the Geneva Opium Convention.

As regards its relations with Latin-American countries, the Board expressed the hope that co-operation with these States would become still closer and would facilitate its task under the Geneva Opium Convention. It expressed the opinion that, in view of the rapid growth of the population of these countries, it would be of primary importance to have accurate estimates of the amounts of drugs consumed.

The report of the Board to the Council includes a table showing the world manufacture of morphine, heroin, and cocaine in the light of the data received. These figures show a considerable reduction in the amount of morphine manufactured, in the amounts converted into substances not covered by the Convention and in the amounts available as pure morphine. The manufacture of heroin has increased; that of cocaine has decreased. The report emphasises that the figures received by the Board do not give a complete picture of drug manufacture throughout the world, as certain countries have not forwarded returns on their manufacture.

As regards the functions devolving upon the Board under the new Convention on the Limitation of Drug Manufacture, a resolution was adopted stating that these duties were compatible with the present constitution of the Board. It was pointed out that the coming into force of the Convention would limit the consumption of narcotic drugs, and raised the important question of investigating consumption statistics.

### VIII.—FORTHCOMING EVENTS.

October 12th.—Health Committee, Paris.

October 12th.—Fourth General Conference on Communications and Transit, Geneva.

October 15th.—Committee of Coal Experts, Geneva.

October 19th.—The Permanent Central Opium Board, Geneva.

October 20th.—Economic Committee, Geneva.

October 26th.—Permanent Mandates Commission, Geneva.

October 26th.—Economic Consultative Committee, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

## 1. CUSTOMS RÉGIME BETWEEN GERMANY AND AUSTRIA.

In the course of the hearings in this case, held on July 31st, August 1st, 3rd, 4th and 5th, the Court heard replies presented by M. Bruns, on behalf of the German Government, M. Kaufmann, on behalf of the Austrian Government, M. Basdevant and M. Paul-Boncour, on behalf of the French Government, M. Plesinger Bozinov, on behalf of the Czechoslovak Government, and M. Pilotti and M. Scialoja, on behalf of the Italian Government.

On August 5th, the President, whilst reserving the Court's right to call for any supplementary information it might require, declared the hearings at an end; these had begun on July 20th.

Since then, the Court has been considering its opinion.

## 2. RAILWAY TRAFFIC BETWEEN LITHUANIA AND POLAND (RAILWAY SECTOR LANDWAROW-KAISADORYS).

The Court fixed September 16th as the date for the beginning of the public hearings in this case.

## 3. TREATMENT OF POLISH NATIONALS, ETC., IN THE TERRITORY OF THE FREE CITY OF DANZIG.

As the Court does not include a judge of the nationality of the Free City of Danzig, the President of the Danzig Senate has informed the Court that the Danzig Government, availing itself of the right conferred upon it under the Statute and Rules of Court, has appointed, as judge *ad hoc*, Professor Dr. Viktor Bruns, Director of the Institute of Foreign Public Law and of International Law at Berlin.

## 4. THE EASTERN GREENLAND CASE.

In a letter of August 4th, the Agents for the Danish and Norwegian Governments submitted to the Court certain proposals with reference to the fixing of the time-limits for the filing of the documents of the written proceedings in this case.

In an Order made on August 6th, the Court, having regard to these proposals, fixed the time-limits as follows:

November 1st, 1931, for the Case of the Danish Government;

March 15th, 1932, for the Counter-Case of the Norwegian Government;

September 1st, 1932, for the Rejoinder of the Norwegian Government.

By a letter of August 19th, 1931, the Prime Minister of Iceland notified the Court that, in view of the Government of Iceland, that country has an interest of a legal nature which might be affected by the decision in this case.

## 5. FREE ZONES OF UPPER SAVOY AND THE DISTRICT OF GEX (THIRD PHASE).

The President of the Court, after hearing the views of the Agents for the French and Swiss Governments, made an Order on August 6th, granting to these Governments a period expiring on September 30th, 1931, for the submission of written observations, and providing for the holding in October, upon a date subsequently to be fixed, of a public hearing at which the representatives of each of these Governments may reply to any observations filed on behalf of the other.

## 6. REPRESENTATION OF THE COURT AT THE TWELFTH SESSION OF THE ASSEMBLY.

The Court has appointed the Registrar, or his substitute, to represent it at the Twelfth Session of the Assembly.

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. XI., No. 9.

SEPTEMBER, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month, September, 1931</i> . . . . .	216	2. The Economic and Financial Organisation :	
II. <i>Arbitration, Security, Reduction of Armaments :</i>		Economic Work of the League—Report of the Economic Committee—Regulation of Whaling . . . . .	232
1. The Armaments Truce . . . . .	218	Financial Work of the League—Requests from the Austrian and Hungarian Governments—Other Work of the Financial Committee—Appointment of Members of the Financial Committee—International Agricultural Mortgage Credit Company—Work of the Fiscal Committee . . . . .	235
2. Improvement of Means of Preventing War . . . . .	220	3. Communications and Transit :	
3. Position as regards Armaments in the Various Countries . . . . .	220	(a) Work of the Transit Organisation . . . . .	239
4. Co-operation of Women and of the Press in the Organisation of Peace . . . . .	222	(b) Air Transport Co-operation . . . . .	239
5. League Communications in Times of Emergency . . . . .	222	VII. <i>Intellectual Co-operation</i> . . . . .	240
III. <i>Commission of Inquiry for European Union :</i>		VIII. <i>Administrative Questions :</i>	
1. Economic Co-ordination . . . . .	223	1. Mandates :	
2. Committee on Credit Problems . . . . .	226	(a) The Council Debate . . . . .	241
IV. <i>Austro-German Protocol for the Establishment of a Customs Union :</i>	226	(b) The Assembly Debate . . . . .	243
V. <i>Legal and Constitutional Questions :</i>		2. Proposed Saar Governing Commission Loan . . . . .	244
1. Entry of Mexico into the League . . . . .	226	3. Danzig :	
2. Elections to the Council . . . . .	228	(a) Amendment of the Constitution . . . . .	244
3. The Covenant and the Paris Pact . . . . .	228	(b) Danzig-Polish Relations . . . . .	244
4. General Conventions Negotiated under the League's Auspices . . . . .	230	IX. <i>The Protection of Minorities :</i>	
5. Progressive Codification of International Law . . . . .	230	1. The German Minority in Poland . . . . .	245
6. Nationality of Women . . . . .	230	2. The Ukrainian Minority in Poland . . . . .	246
VI. <i>The Technical Organisations :</i>		3. Minorities in Roumania . . . . .	246
1. The Health Organisation :	231	X. <i>Political Questions :</i>	
(a) The Assembly Debate . . . . .	231	1. Appeal of the Chinese Government under Article 11 of the Covenant . . . . .	246
(b) Rural Hygiene . . . . .	231		
(c) International Centre for Leprosy Research . . . . .	231		
(d) Relief Measures and Epidemic Disease Control in the Flooded Areas of China . . . . .	232		
(e) Malaria Research in Greece . . . . .	232		

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*



	PAGE		PAGE
2. Claim of the Finnish Govern- ment against Great Britain .	249	<i>The Permanent Court of International Justice.</i>	
3. Execution of the Moloff- Caphandaris Agreement .	250	1. Customs Régime between Germany and Austria . . . . .	259
XI. <i>Social and Humanitarian Questions :</i>		2. Railway Traffic between Lithuania and Poland . . . . .	260
1. Traffic in Women and Children .	251	3. Legal Status of Certain Parts of Eastern Greenland . . . . .	261
2. Child Welfare . . . . .	251	4. Death of M. Nyholm . . . . .	261
3. Assistance to Foreigners and the Recognition and Execu- tion of Maintenance Orders Abroad . . . . .	252	5. Appointment of a Member of the Hungaro-Yugoslav Mixed Arbitral Tribunal . . . . .	261
4. Traffic in Opium :		6. Optional Clause . . . . .	261
(a) The Assembly Debate .	252	7. Communication of Treaties . . . . .	261
(b) Limitation of the Manu- facture of Narcotic Drugs. .	253	8. Entry into Force of the Protocol of September 14th, 1929, concerning the Revision of the Statute of the Court .	262
(c) Work of the Permanent Central Opium Board .	253	9. Proposal of the Finnish Government to confer on the Court Jurisdiction as a Tribunal of Appeal in respect of Arbitral Tribunals established by States	262
5. Penal Administration . . . . .	254		
6. Refugees . . . . .	255		
7. Slavery . . . . .	255		
XII. <i>Other Questions :</i>			
1. Financial Questions :			
(a) The League's Budget .	256		
(b) The New League Build- ings . . . . .	257		
(c) Allocation of Expenses .	258		
(d) Contributions in Arrears	258		
2. Organisation of the Secre- tariat, the International Labour Office and the Registry of the Permanent Court . . . . .	258		
3. The League Administrative Tribunal . . . . .	258		
XIII. <i>Forthcoming Events</i> . . . . .	259		

## ANNEX I.

Resolutions of the Assembly.

## ANNEX II.

General Convention to Improve the Means of  
Preventing War.

## ANNEX III.

Convention for the Regulation of Whaling.

## ANNEX IV.

Entry of Mexico into the League.—Extracts  
from Speeches.

## I.—SUMMARY OF THE MONTH.

September, 1931.

The twelfth session of the Assembly, the sixty-fourth and sixty-fifth sessions of the Council, and the fourth session of the Commission of Inquiry for European Union were the principal meetings in September.

The Financial Committee met at the beginning of the month; the Economic Co-ordination Committee of the Commission of Inquiry for European Union, and the Gold Delegation of the Financial Committee, which met in August, continued in session at the beginning of September.

The Assembly sat from September 7th to September 29th.

Of the fifty-four Members which the League

counted on September 7th, fifty-two were represented, namely: Albania, Australia, Belgium, the British Empire, Bolivia, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, the Dominican Republic, Estonia, Ethiopia, Finland, France, Germany, Greece, Guatemala, Haiti, Hungary, India, the Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, the Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Persia, Peru, Poland, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, the Union of South Africa, Uruguay, Venezuela, Yugoslavia. The admission of Mexico on September 12th raised the total number of

Members to fifty-five, and the number of States represented to fifty-three. The Argentine Republic and Honduras did not send delegations.

The delegations included the Prime Ministers of Bulgaria, Greece, Latvia and Luxemburg, and the Foreign Ministers of Belgium, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Great Britain, Greece, the Irish Free State, Italy, Latvia, Lithuania, the Netherlands, Norway, Persia, Poland, Portugal, Roumania, Spain, Sweden, Switzerland and Yugo-slavia.

M. Lerroux (Spain), Acting President of the Council, opened the session. He congratulated the League on the completion of the work of the Preparatory Disarmament Commission. One of the main features of the year, he said, had been the development of arbitration and the strengthening of security. Thirty-seven States, including almost all countries of Europe, had recognised the compulsory jurisdiction of the Permanent Court, and sixteen States had, during the past year, acceded to the General Act for the Pacific Settlement of International Disputes. A Convention for the development of means of preventing war had been drawn up and would be considered by the present Assembly.

The work of the Commission of Inquiry for European Union he considered as an important contribution to the maintenance of world peace. Outside Europe the League had developed its co-operation with the Argentine, Brazil, Chile and Uruguay, and with the Far East. Certain achievements of the past year were of universal interest, such as the Conference for the Limitation of Drug Manufacture, the Agreements signed at the Lisbon Conference, the Convention on the Unification of Cheque Law, etc.

As regards the economic and financial crisis, M. Lerroux noted that the desire for co-operation must become more definite and more extensive. It rested with the assembled nations, acting in the spirit of the Covenant, to arrest the present wave of pessimism, to ensure co-ordination of effort in the financial, economic and political fields, to restore tranquility and bring about a revival of confidence.

*Election of the President.*—M. Titulesco (Roumania), who had presided at the Eleventh Assembly, was elected President of the Twelfth Assembly by twenty-five votes out of fifty cast. M. Titulesco thanked the Assembly for having, as an exception to the tradition that the President of the Assembly should not be re-eligible, again called upon him to direct its discussions. He emphasised that effective work, to be measured according to achievements, was

more than ever indispensable to the League. The world was suffering from a terrible crisis which threatened to invade every other sphere of activity. He appealed to the courage of all nations to unite in the struggle against a destiny which only complete solidarity could overcome.

The Assembly adopted its agenda and divided its work among the six following Committees, to which each of the States represented was entitled to send one delegate.

*First Committee: Legal and Constitutional Questions.*—(Progressive codification of international law, preparatory procedure in the case of general conventions negotiated under the auspices of the League, the Covenant and the Paris Pact, jurisdiction of the Permanent Court, nationality of women.)—Chairman: M. Seialoja (Italy); Vice-Chairman: M. Limburg (Netherlands).

*Second Committee: Technical Organisations.*—(Work of the Economic and Financial Organisations, work of the Organisation for Communications and Transit, work of the Health Organisation.)—Chairman: M. Janson (Belgium); Vice-Chairman: M. Colijn (Netherlands).

*Third Committee: Reduction of Armaments.*—(General Convention to develop means of preventing war, communications of importance to the working of the League at times of emergency and the laying-out of an aerodrome near the seat of the League.)—Chairman: Dr. Munch (Denmark); Vice-Chairman:

*Fourth Committee: Budget and Financial Questions.*—(Organisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice; Budget and financial questions.)—Chairman: M. Politis (Greece); Vice-Chairman: Dr. Hoffinger (Austria).

*Fifth Committee: Social and General Questions.*—(Penal administration, traffic in opium and other dangerous drugs, protection and welfare of children and young people.)—Chairman: Khan Alâ (Persia); Vice-Chairman: Melle. Kersten Hesselgren (Sweden).

*Sixth Committee: Political Questions.*—(Commission of Inquiry for European Union, refugees, slavery, intellectual co-operation.)—Chairman: M. Motta (Switzerland); Vice-Chairman: M. Costa du Rels (Bolivia).

*General Committee.*—The Chairman of the six Assembly Committees are *ipso facto* Vice-Presidents of the Assembly. The Assembly elected six further Vice-Presidents who, with the Chairmen of the Committees and the

Chairman of the Agenda Committee, constitute its General Committee. The six elected Vice-Presidents were: M. Briand (France), Viscount Cecil of Chelwood (British Empire), M. Yoshizawa (Japan), Dr. Curtius (Germany), Count Apponyi (Hungary), Dr. Restrepo (Colombia).

The Agenda Committee was composed as follows: Dr. Hyder (India), Chairman; Mr. C. P. Beaubien (Canada), M. Massigli (France), Dr. Gaus (Germany), M. Mayard (Haiti), Baron J. Szterenyi (Hungary), M. N. Sato (Japan).

The Assembly held sixteen plenary meetings, several of which were devoted to the general debate on the work of the League during the past year, the principal themes dwelt upon being the prevailing economic depression and the preparation for the Disarmament Conference.

The more important results of the work of the Assembly and the Council may be summarised as follows:

*Legal Questions.*—Examination by the Council of differences between Finland and Great Britain regarding the use of Finnish vessels by Great Britain during the war, and between Bulgaria and Greece regarding the application of the Moloff-Caphandaris Agreement of 1927; the constitution of a Council Committee to study the system of elections to the Council and the constitution of a Commission to consider, during the Disarmament Conference, the question of the harmonisation of the Covenant and the Paris Pact; acceptance of the advisory opinion of the Permanent Court on the Austro-German Protocol for Customs Union.

*Organisation of Peace and Disarmament.*—Conclusion of a general Convention for improving means of preventing war; vote of a resolution on the co-operation of women and the press in the organisation of peace; the proclamation of the principle of an armaments truce for one year, beginning on November 1st; finally, decisions with a view to facilitating League communications in times of emergency.

*Economics and Finance.*—An appeal to the nations with a view to initiating stable commercial policy; promotion of industrial agree-

ments; examination of the financial situation of Austria, Hungary, Bulgaria; institution of urgent procedure to enable the Council to adopt certain measures in the event of the financial situation becoming serious.

*Transit and Health.*—Co-operation of the League's Organisations in programmes of public works.

*Intellectual Co-operation.*—Recognition of the existence of the Organisation of Intellectual Co-operation.

*Political Questions.*—Intervention in the Sino-Japanese conflict.

*Social and Humanitarian Questions.*—Approval of the work of the Conference on the Limitation of Drug Manufacture; constitution of a Committee of Experts to resume examination of the question of slavery.

*Mandates.*—Fixing of criteria for the termination of the mandate régime in a country subject to that régime.

*Minorities.*—Unanimous adoption of a report on the position of the German minority in the Voivodies of Silesia, Poznan, and Pomorze.

*Administrative Questions.*—Authorisation of the issue of a Saar Loan of one hundred and fifty million francs; examination of the Polish-Danzig relations, in particular in the economic field.

*European Union.*—Approval of the work of the Commission of Inquiry; authorisation of the continuation of the work, as far as possible, with the assistance of the League's technical Organisations.

\* \* \*

China and Panama succeeded Persia and Venezuela as non-permanent Members of the Council. Spain, having been declared re-eligible, was again elected.

\* \* \*

An event of major political importance—the Sino-Japanese incident in Manchuria—was the subject of an appeal to the Council by the Chinese Government. The Council intervened in the dispute under Article 11 of the Covenant, and decided to re-assemble on October 14th, if circumstances warranted this measure.

## II.—ARBITRATION, SECURITY, REDUCTION OF ARMAMENTS.

### I. THE ARMAMENTS TRUCE.\*

In the general Assembly discussion on the report on the work of the League, the Italian representative, M. Grandi, recommended the

institution of an armaments truce as a means of preparing the moral atmosphere essential to the success of the Conference by means of an act of international goodwill. The matter was also the subject of a draft resolution submitted to the Assembly by the Danish, Norwegian,

\* See *Assembly Resolutions*, Annex I., page 263.

Netherlands, Swedish, and Swiss delegations, to the effect that the Assembly should issue a solemn appeal to all, who desired the application of the principles of peace and justice on which the Covenant was based, to devote all their efforts to the creation of a world opinion strong enough to ensure the success of the Conference, and should request the Council to urge the Governments summoned to the Conference to abstain, pending its result, from any steps for the increase in the present level of their armaments.

The Third Assembly Committee, to which the draft resolution was referred, was of opinion that, in view of the close connection between its discussions and the work to be done by the Conference, it would be desirable for States not represented in the Assembly, but invited to the Conference, also to take part in the work of the Committee relating to disarmament. On the Third Committee's proposal, the President of the Assembly, in agreement with the General Committee, on September 19th invited the following States to be represented on the Third Committee: Afghanistan, Argentina, Brazil, Costa Rica, Egypt, Ecuador, Salvador, Turkey, the Union of Socialist Soviet Republics, and the United States of America.

The following States accepted the invitation: Costa-Rica, Egypt, the United States, Turkey, and Brazil, the latter being represented by an observer. The Government of the Soviet Union stated that, in view of the short notice, it was unable to send a delegate, but explained that it would be disposed to associate itself with a scheme for an armaments truce, provided it were adopted in a form obligatory for all countries and covering all classes of armaments.

A discussion of some importance took place in connection with these proposals. The idea of an armaments truce as a contribution to the preparation for the Conference met with general assent, but opinion was divided as to methods of giving practical application to the idea. The Italian delegation, with the support of a certain number of others, and particularly of the British delegation, proposed that each Government should undertake, for a period of one year, dating from November 31st, 1931: (1) not to increase its expenditure on land forces already authorised for the current financial year, and not to exceed the total of such expenditure during the next financial year until the expiry of the truce; (2) not to place any warship on the stocks, provided always that vessels under construction might be continued and completed; (3) to suspend the

construction of additional military aircraft, except to replace machines placed out of commission during the truce.

The Third Committee was of opinion that a tangible gesture should be made, of a chiefly moral character, indicating not only the desire of the countries represented to renounce for one year, as from November 1st, any increase in the present level of their armaments, but also creating before February 2nd, 1932, an atmosphere favourable to the success of the Conference.

The Committee strove to combine the advantages of the various proposals by inviting Governments to assume material obligations which were nevertheless sufficiently flexible to allow them to be carried out. The result was the Assembly resolution, the text of which is given in the Annex.\*

The report submitted by the Committee to the Assembly mentioned that certain delegates had made a point of stating explicitly that they did not regard as incompatible with the principle thus laid down, which must remain predominant, such measures as the normal carrying out of legal enactments relating to effectives, the regular execution of programmes for the upkeep and renewal of land, naval or air material, or fortifications and the constitution of the corresponding stocks.

Certain delegations considered that it should be anticipated that in their replies States would take into account the position of their neighbours, and especially those who were not Members of the League.

If, as a result of unforeseen circumstances such as are much more likely to arise in the case of countries having responsibilities overseas, a Government should find itself compelled to suspend the operation of its declaration, the Secretary-General should be immediately notified and should inform the other Governments concerned.

After a discussion between Viscount Cecil (British Empire), General de Marinis (Italy), M. Massigli (France), and the rapporteur, M. de Madariaga (Spain), the draft resolution was unanimously approved by the Assembly on September 29th. The next day the Council instructed the Secretary-General to communicate the resolution to the Governments invited to the Disarmament Conference, requesting them to inform him before November 1st if they would be prepared to accept the truce for a period of one year. The Secretary-General was, further, invited to make the necessary arrangements for forwarding the replies of the

\* See page 263.

various Governments to the States invited to the Conference, in order to enable them to examine them.

## 2. IMPROVEMENT OF MEANS OF PREVENTING WAR.\*

The Assembly considered the text of the General Convention to improve Means of preventing War prepared in May, 1931, by a special Committee appointed by the Council.†

On the proposal of its Third Committee, it proceeded to certain amendments in the text, the more important of which consist in separating, more clearly than in the original text, the provisions relating to a threat of war from those relating to incidents whose nature it is more difficult to define *a priori*.

Another amendment made it possible to insert in the Convention definite indications regarding the crossing by air forces of land frontiers or of the limits of territorial waters. In the Third Committee, certain delegations recommended the generalisation of the system of permanent demilitarised zones, but the Committee considered that such generalisation might be brought about by way of bilateral agreements and not by a general convention. The Polish delegation desired that the Convention should have included a clause envisaging the case of the violation of international engagements concerning the state of a contracting party's armaments, the Council to invite the party concerned to restore the situation in accordance with the said obligation. The Third Committee considered that the question did not come within the scope of the Convention, and the Polish delegation reserved its right to submit the matter to the Conference for the Reduction and Limitation of Armaments.

As regards the provisions concerning sanctions, the Committee succeeded in achieving unanimity, the Netherlands delegation having renounced the reservation which it had asked to have inserted in the report of the Special Committee. A provision was added to the effect that parties to the Convention undertook to ensure by means at their disposal such publicity as the Council might think fit for its proceedings, decisions and recommendations, but in this case the Council's decision must be unanimous. At the request of the British delegation, a clause was added indicating that the measures contemplated in the Convention would not affect the right of free passage through

the Suez Canal provided for in the Convention of 1888.

The Convention can be signed until February 2nd, 1932, the date of the meeting of the Disarmament Conference. A *procès verbal* will be drawn up by the Secretary-General as soon as ratifications or accessions on behalf of ten States have been deposited.

The draft general Convention was unanimously adopted by the Assembly. The Assembly requested the Council to make the necessary arrangements in good time for the communication of the Convention to non-Members of the League, and for the preparation of rules for the constitution and operation of the Commissions of Inspection mentioned in the last paragraph of Article 4. These Commissions will be instructed to verify on the spot the execution of the conservatory measures of a military character recommended by the Council.

The Council instructed the Secretary-General to communicate a copy of the Convention to the non-Member States invited to the Disarmament Conference. It was decided that the rules should be prepared during the Disarmament Conference by the Permanent Advisory Commission on Military, Naval and Air Questions. To this Commission will be added the Legal Adviser of the League of Nations, the Secretary-General of the Transit Organisation, and possibly other experts. Once established and approved by the Council, the rules will be forwarded to the Governments invited to the Disarmament Conference.

The Convention to improve Means of preventing War has so far been signed by Austria, Colombia, Spain, Greece, Lithuania, Norway, and Uruguay. The German and French representatives on the Council announced that their Governments would sign the Convention before February 2nd, 1932.

## 3. POSITION AS REGARDS ARMAMENTS IN THE VARIOUS COUNTRIES.

The Assembly noted that, of the sixty-three Governments invited to the Disarmament Conference, twenty-five had up to the present communicated information on the position of their armaments in conformity with the Council recommendation of January and May.‡ It requested the Council to invite those Governments which had not yet transmitted their replies to do so before November 1st. The Council instructed the Secretary-General to take the necessary action.

\* See *Assembly Resolutions*, Annex I., page 263.

† See *Monthly Summary*, Vol. XI., No. 5, page 123, and Annex II., page 276.

‡ See *Monthly Summary*, Vol. XI., No. 1, page 5, and No. 5, page 122.

*Communication from the Austrian Government.*

—The Secretary-General has circulated to the Governments invited to the Disarmament Conference a letter, dated August 21st, with an annex, from the Austrian Foreign Minister, containing information on the position of armaments in Austria.

The particulars given, the Foreign Minister states, have been classified according to the tables annexed to the draft convention of the Preparatory Commission. Expenditure has been shown in conformity with the model statement of the Committee of Experts on Budget Questions, these tables representing the only uniform method available in present circumstances. The Austrian Government states that it has employed these tables to facilitate the preparatory work of the Conference, but is convinced that they fall short of the goal in view, which is to throw light on the position of the armaments of the various countries. It will be for the Conference to complete these tables.

As regards the draft convention, in the framing of which Austria did not participate, the Federal Government reserves its right to set forth its point of view at a later date.

*Communication from the Swedish Government.*

—The Secretary-General has also circulated to the Governments invited to the Disarmament Conference a letter, dated August 28th, 1931, from the Swedish Foreign Minister, together with an annex, giving detailed information on the position of armaments in his country.

*Communication from the German Government.*

—The Secretary-General has communicated to the Governments invited to the Disarmament Conference a letter from the German Foreign Minister, dated August 28th, with an annex, containing detailed returns with regard to the position of armaments in Germany.

The German Government states that it has decided to give particulars in accordance with the schedule adopted by the Council in spite of the fact "that the position of Germany's armaments is well known, since it is defined in all its details by the one-sided disarmament provisions in Part V. of the Treaty of Versailles, and that the German Government rejects as inadequate the draft convention drawn up by the Preparatory Commission for the Disarmament Conference, which forms the basis of the schedule accepted by the Council, and that the German proposal for another schedule providing for the communication of the particulars, which in the German Government's view are necessary, was rejected by the Council."

The attached tables show "how small Germany's armaments are in comparison with those of other States of equal area and population. In some respects they are even considerably below the position fixed by the disarmament provisions of the Treaty of Versailles."

The Foreign Minister expressed the hope that he would be able at a later date to give the returns on German defence expenditure.

*Communication from the Italian Government.*

—A communication dated September 2nd was received from the Italian Foreign Minister giving detailed information on the position of Italian armaments. It was accompanied by an explanatory note on the effectives of the land army and the period of service, which puts forward the conclusion that the average annual contingent is now only seven-twelfths of what it might have been had all available men been employed and had the laws governing military service been enforced without limit.

*Communication from the Japanese Government.*

—The Secretary-General has circulated to the Governments invited to the Disarmament Conference a letter from the Director of the Japanese League of Nations Office, dated September 10th, giving detailed information on the position of armaments in Japan.

With a view to the simultaneous publication of the particulars at Tokio and Geneva, with as little delay as possible, the Japanese Government asks that the necessary steps be taken for ensuring such publication.

*Communication from the Danish Government.*

—The Secretary-General has circulated to the Governments invited to the Disarmament Conference a letter from the Permanent Delegate of Denmark to the League, dated September 8th, 1931, with annexes, giving particulars with regard to the position of armaments in Denmark and the Bill for the reorganisation of the armed forces of that country.

The budgetary information is based on the accounts for the period April 1st, 1930, to March 31st, 1931.

The Bill for the reorganisation of the armed forces was introduced in the Rigsdag by the Government and was passed by the Folketing on March 11th last, but has not so far been adopted by the Landsting.

Information concerning the system provided for accompanies the communication.

#### 4. CO-OPERATION OF WOMEN AND OF THE PRESS IN THE ORGANISATION OF PEACE.\*

The co-operation of women and of the press in the organisation of peace was discussed by the Assembly on the basis of a draft resolution submitted by the Spanish delegation. The Spanish delegation explained that, in its opinion, an effort was required to ensure that the work of maintaining peace was carried out in a good moral atmosphere, and that two of the most important factors in the creation of this atmosphere were, in its view, the action of women and the action of the press. The Assembly, while agreeing with the Spanish delegation, thought it preferable to treat these two questions separately, though it recognised that they had a common basis.

As regards the co-operation of women, it was unanimously recognised that results had already been obtained, whether by women in their individual capacities or by national and international women's organisations. The Third Assembly Committee expressed the view that it seemed advisable to examine the possibility of schemes for closer co-operation at a time when the League was undertaking what might be decisive work in the sphere of peace and international understanding. It accordingly requested the Council to examine this possibility.

The co-operation of the press in the organisation of peace had already been dealt with in proposals submitted by the Swedish and Polish delegations to the Special Committee studying a draft convention to improve means of preventing war. The Assembly was unanimous in recognising that the press could have a great influence on international relations, and that it was in the interests of peace that it should receive and spread as correct and impartial information as possible. This question, it considered, presented only one aspect, although a very important one, of the general question of moral disarmament. It did not feel that it could make any positive suggestion regarding the method of stopping the spread of false news, but confined itself to proposing that the Council should study this matter as its importance increased *pari passu* with the interest in international relations shown by the press.

The Disarmament Committee noted with satisfaction a statement by the Danish delegate that his Government would welcome to Copenhagen the heads of official press bureaus with a view to a discussion of the establishment of regular unison between them, which might, to some extent, promote the objects in question.

It, nevertheless, expressed the view that this examination should not be confined to a meeting of representatives of official press bureaus, but should be supplemented by a consultation of those newspaper groups which could give valuable advice on the subject.

\* \* \*

The Assembly resolutions concerning the co-operation of women in the work of the League and the co-operation of the press in the organisation of peace were considered by the Council on September 29th.

The rapporteur, the Spanish representative, expressed the view that the Assembly wished to extend that co-operation which had already existed for some years between the important women's organisations and the League. The Council accordingly authorised the Secretary-General to consult the women's organisations and to report to the next Assembly.

As regards the co-operation of the press in the organisation of peace, the Council expressed its conviction that the dissemination of inaccurate news was capable of disturbing international relations, and that to cope with this the assistance of Governments and the co-operation of the press were essential. It noted the initiative of the Danish Government in summoning a conference of representatives of Government press bureaux at Copenhagen, and instructed the Secretary-General to consult the press associations approached when preparing the 1927 Conference of Press Experts.

#### 5. LEAGUE COMMUNICATIONS IN TIMES OF EMERGENCY.

##### *Identification Marks on Aircraft on League Service.†*

The question of identification marks for aircraft engaged in transport of importance to the League at times of emergency was discussed by the Council on September 4th. On the proposal of the rapporteur, it adopted regulations submitted by the Chairman of the Transit Committee in accordance with the desire expressed by the International Commission for Air Navigation.

National aircraft engaged in transport of importance to the League at times of emergency will be identified by the inscription under the normal nationality and registration marks of a black horizontal stripe. In radio-telegraphy, aircraft will retain their normal call sign, preceded or followed by the morse sign for underlining. In radio-telephony, the normal call sign will be preceded by the words "League of

\* See *Assembly Resolutions*, Annex I., page 264.

† Rapporteur: the Polish representative.

Nations." The abbreviated call sign provided for in the Annex to the Washington International Radio-telegraphic Convention will be constituted, in telegraphy, by the first and last letters of the complete five-letter call sign; in radio-telephony, by the words "League of Nations."

### III.—COMMISSION OF INQUIRY FOR EUROPEAN UNION.

#### I. ECONOMIC CO-ORDINATION.

The Sub-Committee on Economic Co-ordination appointed by the Commission of Inquiry for European Union, whose session opened on August 31st under the presidency of M. Bech (Luxemburg), continued its work until September 2nd.\*

It examined the reports of the various Sub-Committees of the Commission of Inquiry which had met since the last session of the latter (Committee on the Disposal of Future Harvest Surpluses,† Committee on Credit Problems,‡ Unemployment Committee).§ The Chairmen of these bodies, M. François-Poncet, M. Bachmann, M. Trip, and M. de Michelis made statements on the work accomplished.

The Sub-Committee on Economic Co-ordination also considered the question of the Germano-Roumanian and Germano-Hungarian preferen-

To harmonise the radio-telegraphic regulations with the above provisions, the Chairman of the Transit Committee will address to the International Bureau of the Telegraphic Union proposals with a view to the adoption by the Madrid Conference of such modifications as may be necessary.

tial agreements, and came to the conclusion that they fulfilled the conditions laid down in the report of the Committee on the disposal of future Harvest Surpluses.

Communications were received from the President of the International Agricultural Institute in Rome concerning a scheme for an international short-term credit institute, and from the Greek Government concerning the extension to products other than cereals of the facilities contemplated for cereals (fruit and tobacco, for example). M. di Nola, Chairman of the Economic Committee, made a statement on the progress of the work undertaken in regard to the trade and transit of stock-breeding products. After appointing a drafting Sub-Committee, the Sub-Committee on Economic Co-ordination finished its work with the adoption of a report which, after an introduction,||

\* See Monthly Summary, Vol. XI., No. 5, page 119, and No. 8, page 204.

† See Monthly Summary, Vol. XI., No. 6, p. 154.

‡ See Monthly Summary, Vol. XI., No. 8, p. 205.

§ See Monthly Summary, Vol. XI., No. 7, p. 172.

#### || Introduction.

1. Before submitting to the Commission of Inquiry for European Union our proposals in regard to the reports that have been laid before us, we should like to dispel a certain impression of incoherence that might arise on account of the number of those reports and the variety of the subject dealt with by the various committees.

In point of fact, anyone who can succeed in grasping the relations between these subjects will find that there is not one of them that is not intimately linked with all the others. Thus the extent and urgency of *credit problems*—whether they affect Government loans or commercial credit—now demonstrate more clearly than ever that the whole foundation of economic life resides in a ready and adequate supply of capital. These problems are directly connected with action in the matter of *public works* or *national equipment*, to which part of the International Labour Office report is devoted. This action, again, if successful, might provide valuable outlets for skilled labour, and thus touches on the problem of the *international provision of employment*.

Finally, the *circulation of capital* is so closely bound up with the circulation of goods that it must hold a foremost place in any scheme aiming either at greater *freedom of international trade* in general or at the *disposal of cereals* in particular.

Similarly, we find that the problem of *labour migrations* and that of the treatment of foreigners form a counterpart, in any conception of a better economic organisation, to the problem of the *reduction of tariff barriers*, on which depend in the

case of agriculture the demand for greater facilities for the *trade in stock-breeding products*, and in the case of industry the problem of a rational development of the *different forms of industrial organisation* on international lines.

All these questions, together with others mentioned—for example, in the Unemployment Committee's report on the *co-operation of the factors in production for the exploitation of territories not utilised*—touch, complete one another and overlap, each demanding its own special place in the conception of a *rapprochement* which is the dominant feature of the report of the Sub-Committee of Economic Experts.

The Commission of Inquiry for European Union should therefore examine the various reports as a single whole, without losing sight of the influence of each of these questions on the others.

It is in the hope of assisting the Commission in this direction that we have grouped all the different subjects together in this report, though we have no time to examine them in detail.

2. There is, however, a fundamental idea which in one form or another occupies the foremost place in almost all the reports. We refer to Europe's urgent need of a prompt *restoration of confidence*, meaning by that both the indispensable faith of the capitalist, the merchant, the manufacturer in the stability of the economic system in which they operate, and the imperative necessity of being able to count on stable and cordial international relations in the political sphere.

The Sub-Committee of Economic Experts, in particular, views the absence of confidence, if not as the sole cause of the present crisis, at least as the principal factor "which tends to maintain and prolong it."

"It is for the Governments, supported by public opinion, to make efforts to achieve



dealt successively with economic relations and industrial organisation, credit problems, agricultural questions, unemployment, a pact of economic non-aggression submitted by the Soviet Delegation, the question of liaison with the League advisory organisations.

The report of the Sub-Committee on Economic Co-ordination was submitted to the Commission of Inquiry for European Union, at its fourth session, which was held from September 3rd to 5th. In the absence of M. Briand, President of the Commission, M. Motta (Switzerland) took the Chair.

M. Bech, Chairman of the Sub-Committee on Economic Co-ordination, summarised the work done by that body. In the course of the general discussion which followed, in which Viscount Cecil (British Empire), Dr. Curtius (Germany), M. Flandin (France), M. Grandi (Italy), M. Krofta (Czechoslovakia), M. Litvinoff (Union of Socialist Soviet Republics), M. Schober (Austria), and M. Tonisson (Estonia) took part, M. Schober spoke as follows :

"The main lines (of the report) are in harmony with the motives which led the Austrian and German Governments in March last to propose a Customs union.

It was clear from the beginning that this scheme could only be realised on condition that other States were prepared to participate in it. We all know how this question developed, and as the problem of Customs unions is on the agenda of the Committee of Inquiry for European Union, we have come to an understanding with Germany as to our future attitude.

The Austrian Government realises from the events of the past few months that contrary to its desire the formation of the proposed Customs union might raise obstacles to confident co-operation between European nations. The Federal Government, whose interest in such co-operation is closely connected with Austria's interest, has therefore declared itself willing to drop the proposal to form a Customs union.

I hope this declaration will help to bring about the necessary general appeasement and to create an atmosphere in which Governments will be able to co-operate constructively."

Dr. Curtius made the following statement :

"The recommendations of the Sub-Committee of Experts are closely connected with the ideas which a few months ago led to the project of the German and Austrian Governments.

closer co-operation and mutual support in order to restore a better state of affairs."

On that condition alone does the Sub-Committee anticipate any large scale revival of trade and financial operations.

The Committee on Credit Problems heavily stresses the same idea.

The Co-ordination Sub-Committee accordingly expresses the earnest hope that the meetings of the Commission of Inquiry for European Union and the League Assembly will afford an opportunity of stimulating and encouraging a policy of genuine international co-operation,

In putting forward a plan for a Customs union between our two countries, it was from the outset our design that it should be the starting-point for wider economic agreements in which as many European countries as possible would take part. Since then events have gone forward rapidly, so that the initial data have changed completely. We have before us here, in the Commission of Inquiry for European Union, certain schemes of a more general character. We wish to co-operate promptly in those schemes to the best of our ability. Expecting as we do a successful outcome for the work of the Commission of Inquiry, the German Government, in agreement with the Austrian Government, does not intend to go on with the plan originally contemplated."

The French, Italian, and Czechoslovak representatives noted the statement made by the Austrian and German representatives.

The various parts of the report were then approved.

A comprehensive discussion, in which the speakers were Viscount Cecil (British Empire), M. Ciancarilli (Italy), Dr. Curtius (Germany), M. Flandin (France), M. Hymans (Belgium), Mr. Lester (Irish Free State), M. Litvinoff (Union of Soviet Socialist Republics), M. Munch (Denmark), Tefvik Rouchdy Bey (Turkey), M. Zaunius (Lithuania), and the Chairman, took place regarding the procedure to be adopted in examining the draft pact of economic non-aggression. The Commission decided to propose that the Assembly should appoint a special committee to examine it.

Before closing its session, the Commission voted a series of resolutions based on the report of the Sub-Committee for Economic Co-ordination.

The Commission of Inquiry decided to forward the report of the Sub-Committee to the various Governments, and to ask them to send in their observations before January 1st, 1932, if possible. It requested the Council to instruct the Economic Committee to study, on the basis of the preparatory work of the Secretariat, and having regard to the observations of Governments, the complex of problems raised by the idea of economic rapprochement recommended by the Sub-Committee. It further requested the Council to instruct the Economic Committee to resume and pursue its consultations concerning the most important branches of production. It drew the Council's attention to the advantage there would be if arrangements were made for a full examination of the possible repercussions of the various schemes for economic rapprochement on the interests of non-European States.

The Commission of Inquiry noted with interest the report of the Committee on Credit

Problems,\* asked the Council to give instructions for the study at the earliest possible date, with the assistance of M. Francqui, of the scheme submitted by him to the Sub-Committee of Economic Experts. It noted that the International Institute of Agriculture proposed to hold a conference shortly with a view to a final decision as to the creation of an international organisation for short-term agricultural credits.

The Commission of Inquiry asked the Council to instruct the Economic Committee to consider, on the basis of the principles laid down by the Second Conference for Concerted Economic Action,† and by the Cereals Committee in June, 1931, whether and under what conditions the extension of special facilities to agricultural products other than cereals could be contemplated.

It requested the Council to invite the Economic Committee to prepare a preliminary draft international convention on the import and export of meat and other animal products.

The Council's attention was further drawn to the desirability of asking the International Labour Office to summon a technical placing conference to meet upon the terms and with the agenda suggested in the report of the Unemployment Committee.‡ The Council was requested to entrust the Committee of Inquiry appointed by the Transit Organisation with the examination of any schemes for public works of European interest submitted by Governments to the League. This Committee should be completed by the addition of representatives of the International Labour Office and, if necessary, of the competent League organisations.

The Council was requested to submit for examination by the competent League organs the suggestion made by the International Institute of Agriculture, and endorsed by the Unemployment Committee, with a view to the co-operation of the various factors of production for the exploitation of territories not utilised. This work should be done in concert with the Unemployment Committee.

The Commission of Inquiry expressed the view that a special committee should be set up to examine the pact of economic non-aggression. It requested the Council to invite the League's advisory bodies, whose co-operation had been solicited in the preceding resolutions, to establish liaison with the Commission of Inquiry in the course of their work.

\* \* \*

The Sixth Assembly Committee considered

the report of the Commission of Inquiry for European Union. After a discussion, in which M. Sato (Japan), Khan Ala (Persia), M. Lang (Norway), M. Curtius (Germany), M. Briand (France), M. Pusta (Estonia), M. Benes (Czechoslovakia), Sir J. Coyajec (India), M. Michalakopoulos (Greece), M. Dekian Toung (China), M. Choumenkovitch (Yugoslavia), and M. Motta (Switzerland) took part, and after consulting the Second Committee, the Sixth Committee submitted to the Assembly a draft resolution which was unanimously adopted on September 24th. By this resolution,§ the Assembly noted with satisfaction the result of the work done by the Commission of Inquiry for European Union, and approved the report of the Commission of Inquiry on its constitution, organisation, and methods of work.

The Assembly further requested the Commission to pursue the work undertaken in conformity with the principles laid down in the resolution of September 17th, 1930, which recommended it to have recourse whenever possible to the League's technical organs, and to refer to the League the settlement of any problems which it thought capable of solution on a world scale.

The Assembly asked the Commission to submit a report on its further work to its next session, and approved the proposal that a special committee should be appointed to study a pact of economic non-aggression. It was decided that the following States should be invited to take part in the work of the special committee on an equal footing with the Members appointed by the Commission: Australia, Canada, Chile, China, Japan, Uruguay.

The Assembly at the same time requested the Council to invite the American Government also to send a representative to the Special Committee if it considered it desirable.

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On September 26th the Commission of Inquiry for European Union held its fifth session under the presidency of M. Motta (Switzerland).

M. Briand was unanimously re-elected President for one year. M. Motta (Switzerland) and M. Politis (Greece) were elected Vice-Presidents.

The following European States were selected to form part of the Special Committee to consider the pact of economic non-aggression: Belgium, Czechoslovakia, Estonia, Finland, France, Germany, Great Britain, Greece, Italy, Lithuania, Poland, Roumania, Spain, Sweden, Switzerland, Turkey, the Union of Socialist Soviet Republics, Yugoslavia. The date of the

\* See Monthly Summary, Vol. XI., No. 8, page 205.

† See Monthly Summary, Vol. X., No. 11, page 241, and Vol. XI., No. 3, page 87.

‡ See Monthly Summary, Vol. XI., No. 7, page 172.

§

§ See *Assembly Resolutions*, Annex I., page 264.

meeting of the Special Committee was fixed for November 2nd.

The Committee to examine the possibility of extending the system of preferential tariffs to agricultural products other than cereals was constituted to include representatives of the following States: Austria, Belgium, Bulgaria, Czechoslovakia, Denmark, France, Germany, Great Britain, Greece, Ireland, Italy, Netherlands, Poland, Spain, Turkey, Yugoslavia. This Committee will meet on October 30th.

The next session of the Commission of Inquiry will be held in January, 1932, some days before the meeting of the Council.

## 2. COMMITTEE ON CREDIT PROBLEMS.

On September 14th the Council approved the report of the special Sub-Committee appointed at the request of the Commission of Inquiry for European Union to consider "what practical steps could be taken to facilitate the use of state loans of an international character by more active intervention on the part of the League of Nations, within the scope

of its organisation and in agreement with the bodies controlling the principal markets."†

On various points of the report the Council made recommendations and took decisions.

As regards the part which the Financial Committee might play as arbitrator in the case of disputes between Governments and bondholders, the Council instructed the Financial Committee to prepare a standard arbitration clause.

The Council further expressed the opinion that, when considering requests from Governments for assistance and advice involving the examination of questions of public finance, the Financial Committee might usefully co-operate with the Bank for International Settlements.

The Council asked the Financial Committee to study under what conditions the possibilities of the free international circulation of bonds could be established or improved.

As regards the Francqui plan for the creation of an institute of medium and long-term credit, the German representative, M. Curtius, emphasised the considerable facilities provided for by this plan, and proposed that the Council should study it.

## IV.—AUSTRO-GERMAN PROTOCOL FOR THE ESTABLISHMENT OF A CUSTOMS UNION.

On September 7th the Council noted the advisory opinion of the Permanent Court of International Justice on the question of the Austro-German Protocol for the Establishment of a Customs Union. This opinion was communicated to the Secretary-General by a letter from the Registrar dated September 5th.\*

In view of the declarations made on September 3rd by the Austrian and German delegates at the Commission of Inquiry for European Union, the Council decided that there could no longer be any occasion for it to proceed further with the consideration of this item on its agenda.

## V.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### 1. ENTRY OF MEXICO INTO THE LEAGUE.

At the opening meeting of the Assembly the British, French, German, Italian, Japanese, and Spanish delegations submitted the following resolution concerning the entry of Mexico into the League:

"Considering that Mexico is not mentioned in the Annex to the Covenant enumerating the countries invited to accede thereto;

Considering that the League should now in all justice repair this omission, which is wholly contrary to its true spirit:

Proposes to the Assembly that Mexico be invited to accede to the Covenant and to lend its valuable support to the League as though it had been invited from the outset."

On the next day, September 8th, the Assembly considered the resolution, without referring it to a Sub-Committee. Dr. Curtius (Germany), Viscount Cecil (British Empire), M. de Madariaga (Spain), M. Briand (France), M. Grandi (Italy), M. Yoshizawa (Japan), M. Gonzalez-Prada (Peru), on behalf of the Latin-American delegations, Mr. Guthrie (Canada), M. de Quevedo (Portugal) and M. Restrepo (Colombia) supported the draft resolution, which was unanimously adopted in the following form:†

"The Assembly,

Considering that Mexico is not mentioned in the Annex to the Covenant enumerating the countries invited to accede thereto;

\* See Chapter on the Permanent Court of International Justice.

† See Monthly Summary, Vol. XI., No. 8, page 205.

‡ The principal extracts from the speeches are given in Annex IV.

Considering that the League should now in all justice repair this omission, which is wholly contrary to its true spirit;

Decides that Mexico be invited to accede to the Covenant and to lend its valuable support to the League as though it had been invited from the outset.

Asks the Secretary-General to give effect to the present decision."

After the Assembly vote, the President, M. Titulesco, expressed his satisfaction at the prospect that "Mexico may soon take her place among us, side by side with the kindred races which form part of that great family the League of Nations."

The Assembly resolution was immediately communicated to the Mexican Government, which replied on September 10th by the following telegram to the President of the Assembly and the Secretary-General:

"I have received the message in which your Excellencies inform me that the Assembly of the League of Nations at its meeting yesterday, September 8th, decided, on the proposal of Germany, the British Empire, Spain, France, Italy, and Japan, supported by other delegations, to forward to me the resolution inviting Mexico to accede to the Covenant of the League of Nations and to lend her support as though she had been invited from the outset, considering that the League of Nations should now in all justice repair this omission, which is wholly contrary to its true spirit. I am also informed that the resolution was adopted unanimously by the Members represented at the Assembly.

In reply, I am glad to state that the Government of Mexico, which has been absent from that great institution for reasons over which she had no control, now at once accepts the satisfaction thus given.

Mexico agrees to enter [the League on the terms announced, and offers, in a loyal spirit of friendship, her constant co-operation in the great task of maintaining peace and promoting international co-operation.

On this occasion, Mexico thinks it necessary to state, when accepting, that she has never recognised the regional understanding mentioned in Article 21 of the Covenant. On starting her new work, Mexico has pleasure in renewing to all the peoples and Governments which constitute the League of Nations her sincere greetings, and in expressing her firm desire to obtain with them the best results for the welfare of humanity—Genaro Estrada (Secretary of Foreign Affairs)."

The General Committee of the Assembly, having examined the reply, unanimously requested the President of the Assembly to propose the following resolution, which was also unanimously adopted:

"The Assembly,

Having by its resolution of September 8th, 1931, considered as an omission, which should in justice be repaired, the fact that Mexico is not mentioned in the Annex of the Covenant enumerating the countries invited to accede thereto;

Having unanimously decided to repair that

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omission, and therefore to invite Mexico to accede to the Covenant and to lend its valuable support to the League as though it had been invited from the outset;

Having by this exceptional invitation—which must not be regarded as establishing a precedent—formally indicated that it accepts as having been fulfilled from the outset in the case of Mexico the conditions governing the entry of States into the League as set forth in Article 1 of the Covenant;

Noting the reply of the Government of Mexico, dated September 10th, 1931, by which it agrees, without reservation to enter the League on the terms announced;

Declares Mexico to have become a Member of the League of Nations, and invites the representatives of Mexico to take part as soon as possible in the work of the present session of the Assembly."

On September 14th the Mexican Foreign Secretary informed the Secretary-General of the names of the members of the Mexican delegation to the Assembly, concluding his telegram as follows:

"I have the honour to ask you, Sir, and through you, the League of Nations, to note this communication and to accord your assistance to the Mexican delegation; I would take this opportunity of assuring you of the sincere and constant co-operation of Mexico and of her representatives."

On September 23rd, after a report from the Committee on Credentials, the representatives of Mexico were received in the Assembly.

The President of the Assembly spoke as follows:

"To-day, for the first time, the representatives of the United States of Mexico have taken their place among us, and it is with deep and sincere pleasure that I offer them, on behalf of the Assembly, a most cordial welcome.

The fifty-three nations Members of the League assembled here have made a spontaneous gesture, an unprecedented gesture, but also an exceptional gesture. Desirous of repairing what they considered an injustice, they invited the noble Mexican nation to join them, to associate in their work, and thus to extend still further that great network of international goodwill which, under the aegis of the League, to-day covers almost the whole globe.

Mexico understood the value and significance of the Assembly's gesture, and, actuated by a broad spirit of collaboration, responded readily to our appeal.

It is a deep pleasure to us all to see an increase in the number of States represented at Geneva. The Assembly has always felt that the object of the authors of the Covenant would never be fully attained until the League comprised all the nations of the world, seeking in peaceful co-operation, instead of by force, ways and means of meeting the ever-growing difficulties with which the whole of mankind has to contend.

Mexico's contribution to the League will be characterised by the two essential qualities of her proud and noble race—courage and loyalty. Of these she has already given us proof. In responding to our appeal, in showing that she is not daunted by the heavy tasks imposed upon

the League to-day, Mexico has manifested her determination to battle courageously in our ranks against the difficulties of the present hour.

In unreservedly accepting the obligations of the Covenant, Mexico has shown her loyalty towards all the nations of the world; and by her acceptance of our invitation, too, she swells the ranks of the Latin-American delegations, who are so deeply valued by the League because their untiring work and ready co-operation are derived from the greatest treasures of the human heart—idealism and disinterestedness.

The Mexican delegates will see how great a place Latin-America holds among us. We are happy to make that place still larger to-day, and we are always waiting to enlarge it again and make room for other American States whose absence, doubtless only temporary, has not abated the goodwill we feel for them.

As President of the Assembly may I add that it is not only the States that we welcome here but also their representatives themselves. The fact that the Geneva spirit has come into being and has vanquished so much opposition is largely due—there can be no doubt of it—to the strong personal friendship which unites the statesmen who are called upon to co-operate closely in carrying out the League's aims. That friendship, too, can always be extended.

The Mexican delegates may be sure that it will be extended to them as to others, and they will find us ever ready to show, in the daily work we shall henceforth do together, that we hold them in the same warm regard that I have voiced in welcoming them to-day."

The first Mexican delegate, M. Portes Gil, replied in the following terms:

"On behalf of my country I should like to thank the President of the Assembly and the delegates for their generous welcome to Mexico. You may be assured that Mexico values and appreciates the cordiality with which she has been asked to become a Member of the League of Nations and the very satisfactory terms of that invitation.

In order to convey her gratitude in a practical and useful manner, Mexico offers her services to the League in a spirit of co-operation and goodwill, with a view to the attainment of the ideals of understanding and international collaboration which the League is pursuing.

The fact that Mexico has for years endeavoured to obtain for her working classes really humane conditions of life constitutes the best of guarantees that we have come here inspired with every intention of promoting the welfare of mankind and thereby achieving world peace.

Mexico has accepted the invitation to join this organisation with a feeling of pride and confidence, convinced as she is that her loyal efforts will help to facilitate the tremendous task which the League has undertaken.

The friendly terms in which Mexico was addressed by the representatives of the different countries which submitted and supported the motion, and the unanimous approval of the Assembly, have largely contributed to efface any memory of the situation which existed before to-day.

I consider that the delegates have thereby earned not only the gratitude of Mexico, which I have great pleasure in voicing here, but the

gratitude of the League, for which they have gained an additional Member, and one which—I may be allowed to proclaim it here with just pride—will work with zeal and enthusiasm and bring its disinterested contribution to the attainment of the League's ideal."

## 2. ELECTIONS TO THE COUNCIL.

The election of three non-permanent Members of the Council took place in the Assembly on September 14th.

China and Panama were elected to succeed Persia and Venezuela, whose term of office comes to an end this year. Spain, having been declared re-eligible by an Assembly vote of September 10th, 1928, was again elected, obtaining forty-three votes out of fifty cast. China obtained forty-eight votes, Panama forty-five.

The three States were accordingly declared to be elected non-permanent Members of the Council for a period of three years.

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On the proposal of the British delegation, the Assembly requested the Council to appoint a special committee to study the existing system of elections to the Council, and to report to a future session of the Assembly on any reforms that might appear desirable.\* The British proposal was based upon the argument that States which did not belong to any group had hardly any prospect of being elected to the Council. Portugal, it was observed, had suffered from this situation, to which she had drawn attention in a memorandum addressed to Members of the League.

## 3. THE COVENANT AND THE PARIS PACT.\*

The question of the harmonisation of the Covenant and the Paris Pact was considered by the Assembly, which noted that the written observations submitted by various Governments since last year showed that most Members of the League attached the highest importance to the continuance of the task undertaken.

During the previous discussions the fear had been occasionally expressed that certain difficulties might result from the fact that some Members of the League had not acceded to the Paris Pact, and that some signatories of that treaty were not Members of the League. The Assembly expressed the view that, at the present time, there need be no further apprehensions on either point. On the one hand, some Members of the League which had not acceded to the Paris Pact had either signed or announced

\* See *Assembly Resolutions*, Annex I., page 265.

their accession since last year. On the other hand, as regards States signatories of the Paris Pact which were not Members of the League, no decision could be taken in their absence as to the scope they should give to their obligations; but the task undertaken by the League had the same end in view as the Paris Pact, and reinforced the authority of the principle formulated therein. It should, however, be emphasised that the League's task in the matter is legally independent of the Paris Pact, although influenced by that instrument; its object is to insert the principle of the prohibition of war in the Covenant.

The discussions in the First Assembly Committee (Legal and Constitutional Questions) concerned the three fundamental aspects of the proposed amendment: (1) prohibition of recourse to war; (2) organisation of pacific methods of settling disputes; (3) extension of the Council's mission to maintaining and restoring peace.

(a) *Prohibition of Recourse to War.*—The First Committee noted that no objection of principle was now made against the idea of formulating in a single article of the Covenant (Article 12) and in the simplest terms the prohibition of recourse to war. In its opinion, this prohibition did not in any way exclude the right of self-defence; but it seemed difficult and even impossible in the present state of law to enumerate satisfactorily the distinctive characters either of aggression or of legitimate self-defence. The use which a State claimed to make of the right of self-defence could, however, be discussed by the other States concerned and, in the case of Members of the League, would be subject to the appreciation of the Council.

In judging the facts placed before it, the Council would have to be guided not only by the general principles of law, but also by any special engagements for preventing war undertaken by the parties to the dispute.

Assistance given spontaneously by a Member of the League to another Member, victim of a flagrant aggression, would not constitute a violation of the prohibition of recourse to war. On the other hand, the right of resort to war would not exist where the execution of an arbitral award or a unanimous decision of the Council were concerned, such action being obviously quite distinct from the conception of the right of self-defence. It would be for the Council to assure the execution of arbitral awards. If the Council prescribed military measures, the latter would lose their character of recourse to war and would assume a character

of social defence, in perfect harmony with the principles adopted.

The Committee noted the desire of the Chinese Government to meet the dangers resulting from a country's creating what is in effect a state of war, while not officially recognising that war exists; but it did not feel able for the moment to enter upon a discussion of this question.

(b) *Pacific Settlement of Disputes.*—The present text of the Covenant recognises the binding and executory character of arbitral awards or judicial decisions. Where, however, a case is submitted to the Council a unanimous recommendation alone has the same legal consequence, since it is forbidden to resort to war against the party which conforms to it. The mere extension of the prohibition of recourse to war would, by itself, give the same force to majority decisions of the Council and thus eliminate all distinction between unanimous decision and majority decisions. In neither case would such decisions possess an obligatory or executory character.

The First Committee remarks in its report that this defect has now been removed in the case of disputes between States both of which have acceded to the General Act of Arbitration without any restriction or reservation, or which have concluded bilateral agreements having a similar effect. It, nevertheless, considered that it would be premature to seek at present to embody in the Covenant the rigid principle of obligation to resort to arbitration or judicial settlement for all disputes. The Committee recalled that, in view of this situation, a certain number of States had taken the view that it was desirable at least to provide in the Covenant that Members of the League must carry out in good faith the unanimous recommendations of the Council, and to entrust to the latter the duty of proposing suitable measures to ensure that its unanimous recommendations were carried into effect. The Committee added that its discussions had confirmed the opinion that an amendment of this character would not command the necessary ratifications.

As regards the hypothesis of the Council being divided, the Finnish delegation proposed an amendment to the effect that the Council should officially and by a majority vote suggest the best procedure to be followed in the circumstances and should recommend it to the parties. The Committee decided that this proposal might usefully be accepted as a basis for subsequent discussion.

(c) *Extension of the Pacific Action of the Council.*—A question which arises is whether,

when the prohibition of recourse to war becomes general, it will be necessary to limit the individual obligations of the Members of the League regarding participation in sanctions.

The First Committee explains that it has been recognised that the primary purpose of the Council's action is to prevent or stop hostilities and effect pacification before it inquires into questions of responsibility and ensures the settlement of a dispute. It is equally true that the obligations assumed by the Members of the League for the purpose of maintaining peace, although they rest upon each Member individually, imply a certain agreement among them, a co-operation in common action. If Members of the League found themselves deeply divided in the views which they took of a particular situation, common action would, no doubt, in fact be suspended; but it would be for the Council to re-establish unanimity by adopting interim measures of protection. If the continuance of too numerous divergences of view created a situation altogether different from that which Members of the League must be deemed to have contemplated, it might not be impossible to expect that they would carry out obligations undertaken on an entirely different basis. On the other hand, it seemed impossible to claim that Members of the League which considered that it was clear who was the aggressor and that common action was possible, to abstain from carrying out the obligations which rest upon them individually under Article 16, paragraph 1, of the Covenant, for the sole reason that formal unanimity had not been obtained in the Council.

The Committee further observed that the principal difficulty in the task of amendment would lie in the hesitation of certain Members to agree to an extension of their existing obligations to give assistance, even if such assistance were only theoretical. It might, the Committee considered, be hoped that agreement would be greatly facilitated by the entry into force of a general convention for the reduction of armaments.

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The Assembly noted the report of its Committee, reaffirmed its intention of continuing the task of inserting in the Covenant a general prohibition of recourse to war, and the principle that the settlement of international disputes might only be sought by pacific methods. It decided to form a committee (consisting of representatives of States Members) which could meet during the Disarmament Conference for the purpose of seeking unanimous agreement

and of drawing up a final text for submission to next Assembly.

#### 4. GENERAL CONVENTIONS NEGOTIATED UNDER THE LEAGUE'S AUSPICES.

The Assembly adopted for general conventions negotiated under the League's auspices the preparatory procedure of which the details are given in a resolution.\*

#### 5. PROGRESSIVE CODIFICATION OF INTERNATIONAL LAW.

The progressive character of the codification of international law was emphasised by the Assembly in 1924. This year the Assembly, in view of the recommendations of the Hague Conference of 1930,<sup>†</sup> decided to continue the work of codification with the object of drawing up conventions which would place the relations of States on a legal and secure basis without jeopardising the customary international law which should result progressively from the practice of States and the development of international jurisprudence.

To this end the Assembly adopted a procedure which is outlined in its resolution.<sup>‡</sup>

#### 6. NATIONALITY OF WOMEN.§

On the proposal of the Guatemala, Peruvian and Venezuelan representatives, the Council had placed on the agenda of the Assembly the question of the nationality of women, and had made the necessary arrangements for the consultation of certain international organisations.

The First Assembly Committee considered that neither the Assembly nor itself could, at the present stage, express any opinion as to the merits of the question.

The Assembly, after examining the report of the Secretary-General and the report and proposals of the Committee of Representatives of Women's International Organisations, instructed the Council to transmit these documents, together with a letter from the International Union of Leagues of Catholic Women, to all Governments for their observations, including their views as to the eventual revision of the Hague Nationality Convention, so that the question might be re-considered by next Assembly.

\* See *Assembly Resolutions*, Annex I., page 266.

† See *Monthly Summary*, Vol. X., No. 3, page 51.

‡ See Annex I., page 266.

§ See *Assembly Resolutions*, Annex I., page 267.

## VI.—THE TECHNICAL ORGANISATIONS.

## I. THE HEALTH ORGANISATION.

(a) *The Assembly Debate.\**

The work of the Health Organisation was reviewed by the Assembly, which noted that technical collaboration with States Members had increased during the past year. This collaboration consists in advice as to the methods to be employed to solve general or special administrative and medical problems of public health.

The Health Organisation has co-operated with (1) the Czechoslovak Ministry of Public Health and Physical Education, with a view to a survey of health conditions in certain districts; (2) the Greek Government in the creation of a health centre; (3) the Bulgarian Government in the campaign against certain infectious diseases; (4) the Roumanian Government in organising an inquiry into the causes and prevention of infant mortality; (5) the Liberian Government in studying the problems raised by Liberia's request to the League for assistance; (6) the Bolivian Government in the training of a certain number of public health officers, in a study of disease conditions in certain tropical and sub-tropical regions, and by advising the Government on a plan of re-organisation; (7) the Argentine, Brazilian, and Chilean and Uruguayan Governments in organising inquiries regarding infant mortality; (8) the Uruguayan Government in organising a conference on different methods for the serological diagnosis of syphilis; (9) the Brazilian Government in the creation of an international leprosy research centre at Rio de Janeiro; (10) the Chinese Government in the organisation of a central field health station at Nanking, the constitution of a national hospital, also at Nanking, the re-organisation of the health services, of the quarantine services, and a programme of teaching.

The Assembly once again expressed its appreciation of the value of the Singapore Bureau. This Bureau at present acts as a centre not only for epidemiological intelligence, but also for co-ordinating research into problems peculiar to the countries situated within its field of action.

The Assembly noted the results of comparative studies of immunisation against diphtheria and scarlet-fever undertaken in several countries; of the progress made by the Permanent Commission on Standardisation, which achieved particularly important results both from the scientific point of view and for the testing of

the innumerable preparations on the market; of the studies made by the Malaria Commission, which have led to the definition of a standard product of the total alkaloids of cinchona, approximately as efficacious as quinine.

Reviewing the results of the European Rural Hygiene Conference, the Assembly was struck by the spirit of co-operation shown by all those taking part. It expressed the hope that the work undertaken in this field would be extended, so that the rural populations of all countries might benefit by it in the near future.

(b) *Rural Hygiene.†*

The report of the European Conference on Rural Hygiene was approved by the Council on September 4th. The results of this Conference are, in the opinion of the rapporteur, so promising that the Council decided to forward the report to all Governments.‡

The rapporteur expressed the hope that the three great international organisations concerned with the welfare of rural populations—the Health Organisation, the International Labour Office, and the International Institute of Agriculture—who closely collaborated in the work of the Conference, would continue their co-operation.

The Council referred to the Health Committee the recommendation of the Conference that the Health Organisation should study the programme and methods of training of health visitors and sanitary engineers in the different countries. It expressed to the European schools of hygiene and similar institutes, whose directors met during the Conference, its appreciation of their intention to carry out certain studies initiated by the Conference with a view to the promotion of the health of the rural population.

On the proposal of the rapporteur the Council associated itself with the desire expressed by many of the delegates that, in due course, a second conference of wider scope would be convened for the consideration of rural hygiene problems throughout the world.

(c) *International Centre for Leprosy Research §*

An offer of the Brazilian Government to found an international centre for leprosy research in Rio de Janeiro was accepted by the Council, which instructed the Secretary-General to convey its heartiest thanks to the donor.

† Rapporteur: the Irish representative.

‡ See Monthly Summary, Vol. XI., No. 7, p. 174.

§ Rapporteur: the Irish representative.

\* See *Assembly Resolutions*, Annex I., page 267.



The rapporteur pointed out that the Brazilian Government's offer follows the lines of those made by the French and Italian Governments concerning the Institute of Intellectual Co-operation, the International Institute for the Unification of Private Law, and the International Cinematographic Institute. The International Centre for Leprosy Research will be legally separate from the League and entirely responsible for its own affairs. The cost of establishment and upkeep will be met by a grant from the Brazilian Government, and the League will incur no financial or other responsibility of any kind.

(d) *Relief Measures and Epidemic Disease Control in the Flooded Areas of China.\**

The serious problem of relief and of epidemic disease control in connection with the floods in the Valley of the Yangtse and elsewhere in China were considered both by the Assembly and the Council.

The Director of the Chinese National Health Administration had requested the Health Organisation to co-ordinate the action taken by the Health Services of China's neighbours in order to prevent the epidemics which threatened the flooded regions.

Some days later the Council received a telegram from the Chinese Government asking for the assistance of a League expert in organising the relief work.

The Assembly passed a preliminary resolution expressing its concern at the terrible disaster that had overtaken China, and launched a general appeal to men and women throughout the world to show by action their sympathy with the victims of the catastrophe.

A second resolution described the danger of the spread of epidemics and loss of life in the Yangtse Valley as a humanitarian problem of the first magnitude and a matter of international concern, recalled the assistance rendered in similar circumstances by the Health Organisation in Poland and Greece, invited all States to respond, as far as lay in their power, to any request for measures of relief in co-operation with the League, and requested the Council to take the necessary steps to render such co-operation effective.

The Council made the necessary arrangements to carry out the Assembly's instructions. It noted that the League expert whose presence had been requested by the Chinese Government would act as General Director of the headquarters of the National Flood Relief Commission, and authorised the Secretary-

General to reply to the Chinese Government's request.

As regards the question of epidemic disease control, the Council noted that representatives of the Health Organisation were at present in China, and had already taken steps to co-ordinate the assistance proposed by various Governments desiring to share in the anti-epidemic campaign. These representatives are in a position to appreciate the requirements for anti-epidemic measures.

The Council further urged all Governments to give effect, as far as possible, to requests received through the Secretariat for assistance in combating the epidemics, drew general attention to the particular need for contributions in money, medical and health staff and supplies.

(e) *Malaria Research in Greece.*

On the proposal of the Guatemala representative, the Council decided to accept a gift from Mrs. David Simmons, of Boston, U.S.A., of six thousand dollars for the initial expense of starting a laboratory, and, during a period of seven years, an annual sum of six thousand five hundred dollars for conducting malaria research work in Greece.

It was understood that the administration of the fund would involve the League in no financial responsibility. The work would be carried out in connection with the plan of sanitary organisation in which the Health Committee was co-operating with the Greek Government.

The Council expressed its warm appreciation of the gift.

## 2. THE ECONOMIC AND FINANCIAL ORGANISATION.

### *Economic Work of the League.†*

The Assembly debates on economic questions bore this year the mark of the grave crisis through which the world is passing.

In its report to the Assembly, the Second Committee expressed the general view that an endeavour must be made to bring the international communities to an understanding of the principles laid down in the recommendations of the 1927 Economic Conference, and the Conferences of 1929 and 1930, in the studies made by the League's economic organs and in the conclusions of the Commission of Inquiry for European Union. Governments, it considered, should be urged to give the most careful attention to the solutions proposed by experts to be applied to the economic crisis.

\* See *Assembly Resolutions*, Annex I., page 268.

† See *Assembly Resolutions*, Annex I., page 268.

Desirous, however, of not confining itself to general recommendations, the Committee also suggested remedies in regard to a series of specific points which, although only partial, it considered might nevertheless be genuinely effective if supported by the goodwill of the peoples.

As regards the concerted economic action recommended by the tenth Assembly, the Assembly this year expressed its regret that, despite two successive attempts, it had not been possible to bring into force the Commercial Convention of March 24th, 1930. While realising that the economic depression had led many countries to cling to their freedom of action in tariff matters, it nevertheless associated itself with the appeal of the Commission of Inquiry for European Union, that European States should conform, as far as possible, to the principles laid down in the Convention.

The Second Committee drew the attention of all States to the obstacle to the restoration of the economic situation represented by the growing instability of commercial relations, and expressed its approval of the Oslo Convention, by which the signatories undertook to apply among themselves certain principles of the Commercial Convention.

Despite the ill-success of the first attempt to regulate international economic relations, the Committee expressed its firm conviction that a final remedy for the economic crisis could be found only in common efforts on the part of all States. It expressed its satisfaction at the attempts made in this direction by the Commission of Inquiry for European Union.

Other points considered by the Assembly, in regard to which suggestions had been made by the Commission of Inquiry for European Union, concerned economic rapprochements and international economic agreements. The Assembly welcomed the fact that Europe was making efforts to bring about the restoration of her economic situation and thereby improve world conditions, but naturally felt bound to consider the effects such efforts might have on relations between European countries and countries in other parts of the world. It was accordingly glad to note that the experts of the European Commission of Inquiry had expressed the view that the most-favoured-nation clause was the essential safeguard of normal commercial relations.

As regards agricultural questions, the recommendations of the Economic Committee and the Commission of Inquiry for European Union deal with the following main heads: organisation of the cereal trade, preference for purchases of cereals from Central and Eastern European States, the extension of preference to agricul-

tural products other than cereals, the co-operative association of production and consumption. As regards the organisation of the cereal trade, the Second Committee recommended that active efforts should be continued with a view to reaching world agreements. It noted the recommendations regarding preference, recommended a careful study of the co-operative association of production and consumption, and welcomed the establishment of the International Agricultural Mortgage Credit Company. It expressed the hope that the conference convened by the International Institute of Agriculture for short term agricultural credit would soon achieve practical results.

Among the measures of international solidarity calculated to mitigate the effects of the economic depression, the Committee thought it desirable to contemplate the execution of large public works undertaken jointly by public or private bodies in European or extra-European territories. The problem, it noted, had already been attacked by the Commission of Inquiry for European Union, and the competent organs of the League were dealing with it. The recommendations of the Commission of Inquiry regarding the international placing of labour and the co-operation of factors were approved.\*

The work of the Economic Committee on certain aspects of the most-favoured-nation clause, customs nomenclature, indirect protectionism, marks of origin, bills of exchange and cheques, was reviewed by the Assembly. The question of the treatment of foreigners, in regard to which the European Commission of Inquiry had made certain recommendations,† was also considered by the Second Assembly Committee, which expressed the hope that it would soon be possible to summon a second session of the Conference and conclude an international convention on the subject.

As regards the proposals put forward in the Committee regarding the closer co-operation of national economic councils in the work of the League, the Committee noted a suggestion that this aim might be achieved by a suitable modification of the existing Economic Consultative Committee.

Realising the connection between economic policy and peace, the Committee expressed the view that the study of economic tendencies liable to influence world peace initiated by the Economic Conference should be pursued. The proposal put forward by the Soviet Government in the Commission of Inquiry for European Union for the creation of a Pact of Economic non-Aggression, it considered as of world-wide importance, and suggested that certain extra-

\* See Monthly Summary, Vol. XI., No. 7, page 172.

† See Monthly Summary, Vol. XI., No. 5, page 120.

European States should be requested to take part in the work of the special committee studying this matter.

The Assembly made a general appeal to States to do all in their power to avoid instability in commercial policy and, more particularly, frequent changes in customs tariffs. It approved the various resolutions adopted by the Commission of Inquiry for European Union on the report of its Co-ordination Sub-Committee, and requested the Council to take the necessary action to put them into effect.

It drew the attention of Governments to the recommendations concerning international economic agreements, and requested the Economic Committee to push forward its consultations concerning important branches of production. Special attention was given to the question of public works, and the Council was invited to take the necessary steps with a view to examining the various programmes.

Further appeals to Governments concerned the bringing into force of the unified customs nomenclature and of the Conventions for the Unification of Laws on Bills of Exchange, Promissory Notes and Cheques.

\* \* \*

Certain of the Assembly resolutions on economic matters called for immediate action by the Council.

These resolutions concerned a study by the Economic Committee of the problems arising out of the idea of economic rapprochement in Europe, with its possible effects on the interest of extra-European States; consultations concerning the more important branches of production; the extension of special facilities to agricultural products other than cereals; the question of the preparation of a preliminary draft convention on the import and export of animals, meat and other animal products.

The Council authorised the Secretary-General and the Economic Organisation to take the necessary action on these proposals.

As regards the international co-ordination of programmes of important public works, also dealt with in an Assembly resolution, the Council requested the Chairman of the Transit Committee to invite the Committee of Inquiry into questions of public Works and National Equipment, to examine all concrete proposals from the various Governments from the point of view of the utility and productivity of the works concerned.

#### *Report of the Economic Committee.\**

The report of the Economic Committee on

\* Rapporteur: the German representative.

its thirty-fifth session was approved by the Council on September 1st.†

The rapporteur expressed the view that this report was of importance from the point of view both of theory and commercial practice. It contains conclusions on certain differences of opinion arising out of the most-favoured-nation treatment; the completed draft of the unified customs nomenclature; three preliminary drafts of veterinary conventions, and the conclusions of the Committee on the question of marks of origin.

The Council decided to forward to all States the report on certain aspects of the most-favoured-nation clause, as well as that on marks of origin. It asked Governments to communicate their observations to the Secretary-General.

The Secretary-General was authorised to forward to all States the draft unified customs nomenclature, inviting them to state within six months whether they were in principle prepared to adopt it.

The attention of Governments was further drawn to a document prepared by the Secretariat, containing a summary of all international engagements at present in force with provisions for the settlement of disputes as to the interpretation and application of economic agreements.

#### *Regulation of Whaling.‡*

A Convention for the regulation of whaling§ was opened for signature by the twelfth Assembly on September 25th, and was immediately signed by South Africa, Australia, Canada, Great Britain, France, India, New Zealand, Norway.

The main object of the Convention is to secure the adoption by the greatest possible number of countries of certain rules intended to prevent the destruction of a source of wealth available to all. The steady growth of the whaling industry in the last few years, thanks to improvements in equipment and technique, has resulted in an ever larger annual increase in the number of whales killed. Estimates from various sources show that the number taken varies from twenty-five thousand to thirty thousand each season, and for the season which has just closed the figure of forty thousand has been mentioned.

The Convention is the outcome of an inquiry initiated by the 1924 Assembly into the subjects of international law, the regulation of which by

† See Monthly Summary, Vol. XI., No. 6, page 156.

‡ See *Assembly Resolutions*, Annex I., page 270.

§ See Monthly Summary, Vol. XI., No. 6, page 158.

international agreement would seem to be desirable and realisable. Among the questions recommended was the exploitation of the riches of the sea, with special reference to the danger of extermination to which whales were exposed.

The question was studied by the Economic Committee and by a Committee of Experts. The Norwegian Government meanwhile prepared a Bill providing that its whalers throughout the world should observe certain rules with a view to putting an end to the incomplete utilisation of the whales taken. This law came into force on June 1st, 1929. The League experts who met in April, 1930, drew up a preliminary draft based to a considerable extent upon the Norwegian law, which, after being reeased by the Economic Committee, was submitted by the Council to all States for observations. The preliminary draft was revised in the light of the observations presented, and finally forwarded to the twelfth Assembly.

The Convention applies to all the waters of the world, including both the high seas and territorial waters. This does not imply any restriction of the sovereign rights of States within the territorial waters, for which they may enact any provisions they consider useful. The contracting parties take themselves the appropriate measures to ensure the application of the provisions of the Convention and the punishment of infractions by their nationals and by vessels flying their flag. The Convention applies to whalebone whales but not to toothed whales, and absolutely forbids the taking or killing of certain species which have become very rare, calves or immature whales, and females accompanied by sucklings.

It was found that in many cases factories, whether on shore or afloat, were inadequately equipped for the extraction from the whales taken of the maximum quantity of utilisable products. The Convention provides that the fullest possible use shall be made of the animals killed. The Convention prohibits vessels from engaging in whaling unless the owners or charterers have notified their Government of their intention. The contracting parties may require that any vessel whaling in their waters shall possess a licence issued by their own authorities.

The entry into force of the Convention is subject to the ratification or accession of eight countries, including Norway and Great Britain. It may be revised at the request of two contracting parties and on the Council's decision. If it is to produce its full effect it should be extended to every country in the world, since

it may be feared that, under the protection of States not parties to the Convention, vessels may engage in operations contrary to the rules therein laid down.

#### *Financial Work of the League.\**

The Assembly debates on financial questions were of exceptional significance in view of the extremely rapid financial developments in September.

Reviewing the situation as it had emerged from the events of the past year, the Second Assembly Committee expressed its conviction that the League, during the months to come, might contribute much, and must be equipped and prepared to render the utmost contribution in its power, to the general work of financial reconstruction.

After a brief reference to the measures taken with a view to solving the Austrian and Hungarian difficulties† the Committee drew attention to the fact that similar action might be required elsewhere. "The League must not only support and reinforce the financial reconstruction schemes already undertaken; if other countries need emergency aid or advice the League must be ready to give it."

Steps to remedy the situation, the Committee considered, might include international loans to the extent that the situation would permit. With a view to the success of such transactions, the Committee recommended that the Assembly should urge Governments to do all in their power to promote international understanding, and such domestic, social, and political conditions as would facilitate the movement of capital. It drew attention to the vital importance of the formulation of a long sighted policy of steady and continuous foreign investment by countries in which surplus resources had accumulated.

The work of the financial organisation during the past year was exceptionally wide in scope. Expert inquiries were undertaken in India, China, Liberia, Lithuania and Austria. An extremely important piece of constructive work was carried out by the Financial Committee in the form of the creation of the International Agricultural Mortgage Credit Company. The Financial Committee continued to follow the situation in Bulgaria, Greece and Estonia, and pursued its work in connection with counterfeiting currency and the gold problem. A scheme for a long and medium term credit institute was put forward by M. Francqui.

\* See *Assembly Resolutions*, Annex I., page 270.

† See special Chapters on this subject.

The Assembly expressed its appreciation of the Financial Committee's work during the past year. It urged States to accelerate their ratification of the Convention founding the International Agricultural Mortgage Credit Company.\* It requested the Council to instruct the competent League organisations to consider the proposal submitted for a long and medium term credit institute by M. Francqui, with the assistance of its author.

The Assembly approved the proposal that the League should summon meetings of experts and representatives of economic councils, research institutes and other organisations, to co-ordinate the work now being conducted on the recurrence of periods of economic depression.

*Requests from the Austrian and Hungarian Governments.*

Requests addressed to the League by the Austrian and Hungarian Governments, the former for consideration of its economic and financial difficulties, the latter for an examination of its financial situation, were the subject of a special report by the Financial Committee to the Council.

In the part of the report dealing with the general situation the Committee explained that the position was now totally different from that which existed at the time when various financial reconstruction schemes were launched under the League's auspices. In each of the countries in question a period of unsettled budgets, local inflation and rising prices had preceded the financial reconstruction; the principal feature of the present situation was a fall in prices in all parts of the world, with a consequent increase of the real burden of previously incurred public and private financial obligations at a moment when economic life had great difficulty in bearing such additional burdens.

The Financial Committee expressed the view that the success of the individual methods of reconstruction discussed in particular cases was closely dependent on the early solution of a general world price problem, which did not exist in the earlier cases. The Committee repeated and emphasised the conclusions arrived at by the experts appointed by the London Conference, who met at Basle, and the Committee on Credit Problems, viz., that a vital factor in the situation was the necessity for the revival of confidence, and with it the re-establishment of a normal current of investments which, in its turn, would be a most beneficial factor in restoring prosperity.

*Request of the Austrian Government.—On*

August 7th the Austrian Government requested the Council to examine Austria's economic and financial difficulties, and seek means of remedying them. Immediate steps were taken to ascertain the extent of the problem, the request of the Austrian Government being referred by the Council to the Financial Committee, which heard the Deputy Secretary-General and the Director of the Financial Section, who had in the meantime visited Vienna. Direct information was given by representatives of the Ministry of Finance and by the adviser to the Austrian National Bank. The Committee also conferred with the Austrian Chancellor and Finance Minister, who submitted a programme with the following main features:

(a) The taking of immediate measures to reduce expenditure during the rest of this year by thirty-five million schillings, and to balance the budget for 1932.

(b) The provision of a substantial margin over ordinary current expenditure of not less than one hundred million schillings in each of the years 1932 and 1933 for the repayment of short-term liabilities.

(c) A considerable reduction of expenditure, the total of which has been brought down approximately to that of 1929, in spite of increased expenditure on certain items—such as unemployment and public debt, which will probably cost one hundred and thirty millions more in that year.

(d) The re-establishment of budgetary equilibrium in the railways and in the post and telegraph administration.

(e) Measures to bring down expenditure in local administration, as well as costs of production in economic life in general, so as to adapt it to the changed circumstances and to furnish a basis for economic reconstruction.

(f) Measures to deal with banking and especially with the Creditanstalt.

The Financial Committee observed that, while the position of Austria presented special difficulties, the budgetary situation was far better than in 1922, when the financial reconstruction scheme was undertaken. The situation was, however, one which demanded prompt and energetic action. Owing to a falling off in revenue and the financing of investments by short-term borrowing, the Austrian Government is faced with a deficit and with the repayment of short-term debt obligations which cannot be met from the Treasury resources. The difficulties of the Creditanstalt led the Government to undertake obligations in order to save that Bank, the extent of which cannot be determined

\* See Monthly Summary, Vol. X., No. 5, page 127.

until the value of the Bank's assets can be more closely ascertained. The difficulties of the Creditanstalt and the general world crisis weakened the situation of the National Bank, which, at the beginning of the crisis, was in an exceptionally strong position, and therefore able to meet the storm.

The Financial Committee has studied in detail the plan of reforms proposed by Austria, and is of opinion that, if energetically carried out, this plan should put the Austrian budget on a sound basis, and in better relation to the actual conditions in Austria, thus materially assisting in the strengthening of Austria's economic situation.

The Council approved the report of the Financial Committee on the request of the Austrian Government; noted the statement of the Austrian Chancellor and the plan of reforms presented; congratulated the Austrian Government on the determination it showed in coping with the situation; and authorised the Financial Committee to co-operate with the Austrian Government in the execution of the plan, and to send a representative to Vienna to give the Austrian Government such assistance as may be in his power.

The Italian representative, M. Grandi, said that he shared the feeling of confidence expressed by the Financial Committee with regard to the reforms proposed by the Austrian Government, and hoped that the co-operation between the Austrian Government and the Financial Committee would lead to valuable results.

The French representative, M. Petsche, considered that the measures contemplated by the Austrian Government were drastic, and would enable Austria to overcome her present difficulties.

The British representative, Lord Cecil, recalled that co-operation between the League and Austria had, at an earlier stage, been one of the most satisfactory and successful incidents of the League's history.

The German representative, Count Bernstorff, trusted that the co-operation between the League and Austria would prove entirely successful.

The Austrian representative, M. Pfügl, thanked the Council for acceding to Austria's request, and informed it that the Austrian Council of Ministers had unanimously approved the programme submitted, and that the principal commission of the *Nationalrat*, the latter being adjourned, had adopted the report by a majority.

The Chairman of the Financial Committee, M. Suvich, emphasised that the reconstruction plan prepared by the Austrian Government

was an organic whole, and must be carried out in every particular.

The rapporteur, M. Braadland (Norway), congratulated the Austrian Government on behalf of the Council for its efforts to bring into operation its programme of financial reforms and reconstruction.

*Request of the Hungarian Government.*—The request of the Hungarian Government for an expert inquiry into its financial situation was, on September 7th, referred by the Council to the Financial Committee. The Financial Committee proceeded to a preliminary study of the situation, with the assistance of representatives of the Hungarian Government and the Hungarian National Bank.

From this study it would appear that the Hungarian Government has taken energetic measures to improve the budget position. There are, however, other aspects of the question that demand a more thorough inquiry than it is possible to make in Geneva. The Financial Committee, therefore, proposed to send a delegation to Budapest, and suggested that the Council should authorise it, if necessary, to take action before the next session.

The Committee contemplates, in particular, the collaboration with the Hungarian Government of a definite plan for the improvement of the financial situation in Hungary, and also, perhaps, the publication of a report on the financial position.

\* \* \*

The delegation of the Financial Committee to Budapest is composed as follows:

M. Suvich, Chairman of the Financial Committee.

Professor Hedding, President of the *Landesfinanzamt*, Silesia.

Sir Bertram Hornsby, K.B.E., former Governor of the National Bank of Egypt.

Dr. Pospisil, Governor of the National Bank of Czechoslovakia.

Professor Rist, former Vice-Governor of the *Banque de France*.

Mr. Royall Tyler, former Deputy Commissioner-General of the League of Nations in Hungary.

\* \* \*

Two of the Assembly resolutions on the League's financial work call for special action by the Council.

The first, in connection with possible applications from States desiring League assistance, emphasised a point which the events of the last few weeks had brought into the forefront, *viz.*, the urgency with which certain action might be called for and the necessity of a procedure by

which essential measures might be taken immediately, without waiting for meetings of the Council or the Financial Committee.

The Council authorised its President, in agreement with the rapporteur on financial questions, and after consulting the Chairman of the Financial Committee, to propose to the individual Members of the Council the adoption of such measures as it might think appropriate.

The second contemplates the examination of M. Francqui's proposal to establish an institution for long and medium term credit. The Council requested the Financial Committee to examine this proposal, with the assistance of M. Francqui, and of any other experts whose co-operation it might think necessary.

#### *Other Work of the Financial Committee.\**

The work of the Financial Committee concerning assistance to various countries, the gold question, the recurrence of periods of economic depression and the settlement of Bulgarian refugees was considered by the Council on September 19th.

The Committee devoted special attention to the financial position of Bulgaria, which, owing to a falling off in revenue, is at present somewhat difficult. The Bulgarian Government has submitted a plan which, in the view of the Financial Committee, if put into effect, will enable Bulgaria to overcome her present difficulties.

As regards the study of the economic depression, the Financial Committee endorsed the recommendations put forward by the economic councils and research institutes consulted, to the effect that meetings should be summoned at suitable intervals of representatives of organisations dealing with the question and experts on the subject.

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*Appointment of Members of the Financial Committee.*—The Council appointed M. T. Tanaka (Japanese), Representative of the Bank of Japan in London, to succeed M. Tsushima on the Financial Committee.

It expressed its satisfaction at the appointment of Mr. Norman Davis (American), former Assistant Secretary to the United States Treasury.

#### *International Agricultural Mortgage Credit Company.\**

The report of the Organisation Committee of the International Agricultural Mortgage Credit Company† was considered by the Council, which was able to note that the Convention

for the creation of the Company had been signed by twenty-one Governments, whose nominal contributions amply cover the reserve fund of twenty-five million Swiss francs fixed by the Convention.

The Council urged the signatories to accelerate as far as possible the procedure of ratification, in order that the Convention might come into force before the end of the year. It drew the attention of the signatories to the possibility under the Convention of making, at the moment of ratification, special declarations concerning such fiscal exemption as Governments might be willing to concede to the Company. It referred to the Commission of Inquiry for European Union the question of the conditions under which non-Members of the League might be enabled to accede to the Convention.

The Council appointed as President and Vice-President of the International Agricultural Mortgage Credit Company: M. Regard, Deputy-Governor of the *Crédit Foncier de France*, Chairman of the Organisation Committee of the Company; and M. Di Nola, Director-General of the *Istituto Italiano di Credito Fondiario*, honorary Director-General at the Department of National Economy, President of the Economic Committee of the League of Nations.

#### *Work of the Fiscal Committee.‡*

When considering the work of the third session of the Fiscal Committee|| the Council expressed the opinion that the variety and scope of the subjects treated showed the importance of the work carried out during the last two years.

It decided to forward to Governments two model drafts of plurilateral conventions for the avoidance of double taxation on certain kinds of income, expressing the opinion that the conclusion of such agreements would tend greatly to improve international commercial relations.

The progress of the campaign against double taxation and the practical effects of the work on this subject can be seen from the list of international agreements and legislation enacted in various countries. Not only are the principles laid down by the Conference of Government Experts for the exemption of shipping companies in countries other than those in which they are registered now applied by most countries with a fleet of any importance, but several bilateral conventions, very wide in scope (particularly between France and Italy, Finland and Sweden, and Belgium and France),

\* Rapporteur: the Norwegian representative.

† See Monthly Summary, Vol. XI., No. 5, page 121, and No. 6, page 158.

‡ Rapporteur: the Norwegian representative.

|| See Monthly Summary, Vol. XI., No. 6, p. 159.

have been concluded on the lines of the model conventions drawn up by the Government experts in 1928.

The work undertaken with the help of the Rockefeller grant on the subject of the apportionment of profits of commercial undertakings operating in several countries has continued. A thorough study has been made of the legislation of five important States, and the inquiry will be pursued in other countries. The Council endorsed the opinion of the rapporteur that the solution of this problem would considerably promote the resumption of free circulation of capital and goods, and would be of great importance for the improvement of international economic relations.

The Assembly, reviewing the work of the Fiscal Committee during the year, expressed the view that, thanks to the efforts made in this sphere, the field of double taxation was being more and more restricted.

### 3. COMMUNICATIONS AND TRANSIT.

#### (a) *Work of the Transit Organisation.\**

A feature of the work of the Organisation on Communications and Transit since last Assembly was the success of three international Conferences—on the unification of buoyage and lighting of coasts,<sup>†</sup> on the unification of river law<sup>‡</sup> and on road traffic.<sup>§</sup>

The other work of the Transit Committee included steps to place and keep on its agenda the question of the transport of agricultural products, to which its attention had been drawn by the Conference for Concerted Economic Action. Pending such time as the policy of co-operation between States was sufficiently fixed, the Assembly was of the opinion that the Transit Organisation should assemble more precise particulars, which would enable it to select those problems which might be broached with advantage, as well as those categories of agricultural products which appeared most likely to benefit from the application of suitable measures.

The work of the Transit Committee during the past year was further marked by co-operation with certain States in the study and preparation of great problems of public works. Following the visit of the Director of the Transit Section to China, the National Government sought the assistance of the Transit Organisation with a view to obtaining expert collaboration in the establishment of a programme of work in the river basin of the Hwai and the river system of Northern China, and the development

of the port of Shanghai. The Chinese Government also asked the Transit Organisation to help in the organisation of a centre for the training of public works engineers. The Transit Committee agreed to undertake these duties. A Committee was set up to consider questions relating to the organisation of the desired centre, and another committee was appointed to examine general questions relating to public works, so as to enable the Transit Organisation more easily to comply with requests such as that submitted by the Chinese Government.

Quite recently, the Commission of Inquiry for European Union asked the Council to send to the Public Works Committee any requests that might be received from various European Governments for the examination of programmes of public works.

The Assembly noted with satisfaction that the Transit Organisation, which had at first been obliged to attach special importance to questions of principle relating to the legal settlement of international difficulties in respect of communications, was now co-operating more and more in the work of economic reconstruction and was carrying out "its essential task of placing an impartial service for the study of the great economic and technical questions of communications and public works at the disposal of all nations."

#### (b) *Air Transport Co-operation.*

The question of the relations between the Transit Organisation and the Universal Postal Union in connection with work in the sphere of air transport co-operation was considered by the Council.

While realising that it was impossible to study the organisation and operation of air transport without giving due prominence to postal traffic, and that for this purpose it was necessary to obtain from the postal administrations particulars with regard to their traffic and requirements, the Council noted with satisfaction that the Air Transport Co-operation Committee of the Transit Organisation had never intended to deal with questions within the exclusive competence of the Universal Postal Union.

Co-operation with the Universal Postal Union being essential, the Council hoped that direct contact would be established between that body and the Transit Organisation, and that in this way it might be possible to avoid duplication.

The Council's resolution was communicated to the Universal Postal Union; and the Chairman of the Transit Committee was requested to take the necessary steps to carry on the work of the Transit Organisation and to report in January.

\* See *Assembly Resolutions*, Annex I, page 270.

† See Monthly Summary, Vol. X., No. 10, page 234.

‡ See Monthly Summary, Vol. X., No. 12, page 264.

§ See Monthly Summary, Vol. XI., No. 3, page 90.



## VII.—INTELLECTUAL CO-OPERATION.\*

The work on intellectual co-operation was reviewed by the Assembly and the Council, which approved the programme for the coming year and officially recognised the existence of the Organisation of Intellectual Co-operation.†

Last year the Assembly approved the plan of re-organisation prepared by the International Committee on Intellectual Co-operation with a view to giving a more clearly defined direction to its own activities, and also to improving the methods of work of its executive organs, in particular the International Institute of Intellectual Co-operation.

This year the Assembly was able to express its satisfaction at the results obtained. The methods of work adopted by the Committee and its organs are based strictly on the experience of the other technical organs of the League. The work of the Institute, which is the executive organ of the Committee, bore more especially on educational questions.

Among the fresh tasks undertaken must be mentioned a new type of meeting of institutes dealing with the scientific study of political, economic, or social questions. These institutes will henceforth, at their annual conference, in addition to their regular business, study one of the main international problems which call for attention from the political angle of the League of Nations. In the scientific, artistic, and bibliographical fields considerable efforts were made with a view to co-ordination, a general feature being the practical character of the work. The Committee of Library Experts and the Museums Office concentrated their efforts on facilitating co-operation between great national institutions. Thus an important conference summoned and organised by the International Museums Office will shortly be held at Athens, and will bring together delegations from nearly all fine arts administrations. It will study a question which is of great importance to numerous countries in several continents, that of the preservation of artistic and historical monuments. This Conference was organised by the Institute with the generous aid of the Greek Government.

The protection of intellectual rights also remains on the agenda of the Intellectual Co-operation Organisation. Regular co-operation has been established between the official institutions concerned, the Berne Bureaux, the League Secretariat, the Rome Institute for

the Unification of Private Law, and the International Labour Office.

But it is not only the material rights of intellectual workers of all kinds with which the Committee is concerned. It has decided to approach the great problems which are of most direct importance to human culture. These considerations belong to the sphere of the Permanent Committee on Arts and Letters, which has drawn up a programme responding to the request so often made to the League to arrange for a wide interchange of thought between those who devote themselves to the things of the mind.

As regards the question of the instruction of young people in the aims and work of the League, a fresh impulse was given this year to the work undertaken in liaison with Ministries of Education and with the main international associations. The question of the revision of school books with a view to removing passages harmful to friendly international relations has entered upon the practical stage. A Committee of historians and educational experts will shortly study a report of the Institute on the measures which have been taken in all countries with a view to removing passages of the kind indicated, and will submit conclusions.

Another important event of the past year is the request for co-operation with the Chinese Government.

The Assembly emphasised the universal character of the work undertaken by the Organisation. In its opinion, though some activities might appear, at first sight, to be more limited in scope, their object is to secure closer relationship between the various great cultures of the world, as, for example, the publication of a collection of Latin-American classics for which the Institute is arranging.

The common interest of all nations in this international work is shown by the development of the national committees on intellectual co-operation, whose activities are steadily expanding, and by more frequent contacts between the various national departments interested in intellectual questions and the central organisation at Geneva. There is now a regular machinery of intellectual co-operation, with a centre which is international, but is connected more and more closely with the bodies representing in each country the interests of the mind and of literature, art and science.

In these circumstances the Assembly gladly approved the proposal submitted to it that the conference of national committees should be

\* See *Assembly Resolutions*, Annex I., page 271.

† See *Monthly Summary*, Vol. XI., No. 7, page 175.

convened in 1934. In accordance with the desire of the International Committee, it explicitly recognised the existence of an Organisation for Intellectual Co-operation. At the request of the Sixth Committee, the Assembly recommended States Members to take part in the Popular Arts Exhibition, which will be held at Berne in 1934.

The Assembly also considered the work of the International Educational Cinematographic Institute, the results of which have been consistently encouraging (comparative studies of problems connected with films for educational purposes, co-ordination of efforts made by various organisations, organisation of a conference to abolish customs duties on educational films).

The Assembly expressed its satisfaction with the review published by the Institute, which appears in five languages (this publication has aroused such interest in the circles for which it was intended that its costs are entirely covered by subscriptions and sales, which is rarely the case with a publication of this kind).

The Assembly also expressed its satisfaction that the Italian Government, to which the League is indebted for the creation of the Institute, continued to interest itself in the work and to give it support in the form of an additional grant this year of 200,000 lire.

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The programme of work drawn up by the International Committee on Intellectual Co-operation was approved by the Council on September 4th. The Council noted with special satisfaction the progress made in educational questions, authorised the execution of the measures proposed by the Permanent Committee on Arts and Letters, and took note of a programme of collaboration prepared in regard to scientific questions and in other fields, with a view to the objective study of international problems.

Further points approved by the Council were the Committee's action in regard to the Chinese Government's request for co-operation, and the proposal to convene in 1934 a conference of representatives of national committees.

The Council noted the collaboration proposed by the Director of the International Labour Office with a view to a study of the utilisation of public libraries and popular arts for workers' spare time, and drew the Assembly's attention to the Committee's desire that the circulation of League publications should be increased, and to its request that the Members of the League should associate themselves with the exhibition of popular arts to be held in Berne in 1934.

On the proposal of the British representative, the Council took special note of the Committee's resolution on disarmament.†

## VIII.—ADMINISTRATIVE QUESTIONS.

### 1. MANDATES.\*

#### (a) *The Council Debate.*

The report of the Permanent Mandates Commission on its twentieth session was exhaustively discussed by the Council, the debate centering on the question of the general conditions to be fulfilled in the event of the termination of a mandate in a country subject to that régime.†

The Italian representative, M. Grandi, considered that the termination of a mandate raised several questions, one of special importance being the obligations which should guarantee the independence of former mandated territories. These guarantees, the speaker thought, must aim at ensuring the new State the means of safeguarding its independence and at satisfying League Members that its independence has been conferred in conformity with the Covenant.

The Commission had stated that the question of the ability for self-government of a people hitherto under mandate could only be settled by careful observation of the political, social and economic development of each territory. M. Grandi considered that the investigation should be extended to the actual working of the country's constitutional and administrative structure. The Council must also satisfy itself that the relations between the countries which have ceased to be under mandate and the governments of mandatory Powers do not in any way conflict with the principles of economic equality, freedom of conscience, etc., laid down in Article 22 of the Covenant and in the mandates themselves. The economic equality of all Members of the League should, he thought, take the form of a definite undertaking to grant most-favoured-nation treatment to all States over a reasonable period, subject to absolute and unconditional reciprocity.

As regards the special case of Iraq, M. Grandi drew the Council's attention to two important

\* Rapporteur: the Yugoslav representative.

† See Monthly Summary, Vol. XI., No. 8, page 210.

‡ See Monthly Summary, Vol. XI., No. 7, page 182.

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events in this connection—the London Treaty of January 9th, by which the United States had not only secured in Iraq for the period of the mandate the same rights as those accorded States Members, but had also concluded a general settlement of its relations with Iraq after the termination of the mandate; and the agreement between the Iraq Petroleum Company and the Governments of Palestine, Syria and the Lebanon with regard to the pipe-line which was to cross the said mandated territories. As regards the first point, it was clear that the terms to be granted in Iraq to States Members of the League must not be inferior to those granted to the United States. As regards the second, the speaker thought that note should be taken of the statements of the accredited representatives of the mandatories that the exceptional facilities granted the Iraq Petroleum Company would automatically apply to any other concern desiring to construct a pipe-line through the territories in question.

M. Grandi then referred to the question of the privileges and immunities of foreigners after the termination of the mandate. He would not, in principle, desire to eliminate the possibility of a special judicial agreement offering the same legal protection to all nationals of the Members of the League, on a footing of perfect equality; this should, however, be subject to the condition that, after the termination of the mandate no Power should enjoy a privileged position in the new State.

Khan Ala (Persia) expressed the view that it might be necessary to modify the condition requiring an ex-mandated territory to be capable of maintaining its territorial integrity and political independence.

As regards judicial guarantees for foreigners in the mandated territory, he considered that the British Government's action with regard to Iraq might serve as a precedent. He congratulated the French Government on its intention to emancipate Syria and the Lebanon in the near future, and asked it specially to consider the possibility of concluding similar judicial agreements. He expressed the hope that a special convention might put an end to the discrimination from which Persia's subjects in Syria and the Lebanon were suffering pending the conclusion of such general agreements.

Major Pienaar (South African Union) said that his Government would not oppose the acceptance of the report provided it were understood that it did not thereby accept the recommendations of the Commission as suitable for application to other mandates or as waiving its right to ask for a modification when the

question of the termination of those types of mandate arose. The question of guarantees he thought open to the objection that it visualises mandated territories, after emancipation, as a class of independent States standing in a relationship to the League different from that of an ordinary member. This seemed to be contrary to the intentions of the framers of the Covenant.

The Irish representative, Mr. MacGilligan, was prepared to approve the general conditions laid down by the Commission for the termination of the mandate régime. He emphasised the importance of the protection of minorities in ex-mandated territories, with special reference to the case of Iraq. He suggested that the Commission, when studying the special conditions for the termination of the mandate in respect of Iraq, should consider whether additional guarantees for the protection of minorities might be required, and what measures should be adopted to ensure that those guarantees fulfilled their purpose.

Dr. Curtius (Germany) observed that his Government, generally speaking, would assent to the principles formulated by the Mandates Commission. He emphasised the importance of the principle of economic security and the open door, the protection of minorities. The guarantees to be required, he thought, should not form an insuperable obstacle to the termination of the mandate. As regards the maintenance of the territorial integrity and political independence of the mandated territories, he thought it difficult to contemplate an absolute guarantee. Iraq, he noted, had reached a sufficient degree of development to allow of emancipation, and he believed that Iraq itself, the British Government and the Commission had taken all necessary precautions in this particular case.

Viscount Cecil agreed with Dr. Curtius that the conditions for the termination of the mandate must not be made so severe as to interfere with what was, in itself, a very desirable procedure. He did not disagree with M. Grandi as regards the general principles; the object was to confer independence on the mandated territory and by that touchstone all conditions must be judged. As regards the question of territorial integrity, the general meaning seemed quite clear. A country must be able to live independently, and the guarantees safeguarding its integrity and political independence must be secured. For the protection of minorities there was now a well-established principle as to guarantees. As regards the position of foreigners, Lord Cecil was not in favour of the system of capitulations, and was glad to note the alterna-

tive judicial régime proposed by the Commission. As regards the principle of economic equality, he thought the Commission wise not to have laid down an absolute and rigid rule, modifications being in certain cases required. As regards the special question of the Iraq Petroleum Company, he was unable to agree with certain doubts expressed as to the justice of the contracts, his Government being satisfied that they were just and fair.

The French representative, M. Flandin, said that it was clear that the recommendations of the Commission must provide new guarantees after the termination of the mandate for the interests of all kinds provisionally guaranteed by it. It must be quite plain that a return to the capitulations system would be far less satisfactory than a treaty giving foreigners the necessary guarantees for a certain period after the termination of the mandate. Countries emancipated from the mandate could not refuse to give minorities every guarantee, since this had already been done by sovereign states which had entered the League. The French Government agreed with the view that, after the termination of the mandate, ex-mandatories should grant all States Members most-favoured-nation treatment as a transitory measure, subject to reciprocity. It must, however, be clear that this could not be set up against any agreements which, for reasons of propinquity, former mandated territories must conclude with adjacent countries previously forming part of the Ottoman Empire.

As regards the forthcoming emancipation of Syria and the Lebanon,\* M. Flandin stated that his Government was entirely prepared to be guided by the Commission's suggestions. Referring to the question of the contracts with the Iraq Petroleum Company, he considered that in this matter, as in all others, the mandatories had acted in the best interests of the countries under their mandate.

On the proposal of the rapporteur, the Council noted the conclusions of the Commission regarding the general conditions to be fulfilled before the mandate régime could be brought to an end in respect of a country placed under that régime. It decided that the degree of maturity of such territories should be determined in the light of the principles thus laid down after a searching investigation of each particular case. The Council will examine with the utmost care all undertakings given by countries under mandate to the mandatory Power, to satisfy itself that they are compatible with the status of an independent state and, more particularly,

with the principle of economic equality as safeguarded in accordance with the Covenant and the recommendations of the Mandates Commission. The Secretary-General was requested to distribute and publish a table of general international conventions applied in the territories under mandate.

As regards the special case of Iraq, the rapporteur, at the suggestion of the British representative, moved a resolution by which the Council requested the Commission to give its opinion on the proposal of the British Government for the emancipation of Iraq after considering it in the light of the above decision.

The observations of the Commission on the British Government's special report on the progress of Iraq from 1920 to 1931 † were noted by the Council and referred to the Secretary-General for communication to the Mandatory.

The Commission's discussions regarding the question of the contract with the Iraq Petroleum Company were also noted, as were the statements of the accredited representatives of the mandatories that the exceptional facilities granted to the Company would be extended to any other concern desiring to construct a pipe-line through Palestine, Syria and Lebanon, for the purpose of conveying oil from Iraq to the Mediterranean coast.

The Council decided to communicate the Commission's observations on the annual reports examined at its twentieth session to each of the mandatory Powers concerned with a view to the necessary action. The conclusions of the Commission regarding petitions were communicated to the Mandatories and the petitioners concerned.

#### (b) *The Assembly Debate.*‡

The Assembly approved the rules drawn up by the Commission and approved by the Council with regard to the general conditions to be fulfilled before the mandate régime can be brought to an end in respect of a country placed under that régime.

It considered that the emancipation of the territories covered by Article 22 of the Covenant should be made dependent on the fulfilment of certain *de facto* conditions and on the existence of certain guarantees stipulated in the interests both of the territories concerned and of the international community. The guarantees relating to the safeguarding of the rights of foreigners, the effective protection of racial, linguistic and religious minorities, and the

\* See Monthly Summary, Vol. XI., No. 8, page 209.

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† See Monthly Summary, Vol. XI., No. 8, page 210.

‡ See *Assembly Resolutions*, Annex I., page 272.

maintenance of the principle of economic equality were, in the Assembly's opinion, of quite special importance.

The Assembly was also concerned with the development of the public health services in the mandated territories. It expressed the opinion that the recommendations put forward in this connection by the Commission seemed likely to contribute largely to the success of the work of civilisation undertaken in the mandated territories under the League's auspices.

The Assembly once again emphasised the importance which it attached to the settlement of the controversies that had arisen in Palestine owing to the establishment of the Jewish National Home. It noted that order had not again been disturbed since the regrettable incidents of 1929, and associated itself with the hope expressed by the Commission that the efforts made by the Mandatory to facilitate Jewish immigration without infringing the rights of the Arab population would be crowned with success.

## 2. PROPOSED SAAR GOVERNING COMMISSION LOAN.\*

A scheme of the Saar Governing Commission for the issue of a long-term loan of one hundred and fifty million French francs was considered by the Council on September 19th, on the basis of a report from the Financial Committee.

The object of this loan is to enable the counties and communes of the Saar (with the exception of Saarbruck) to consolidate their short-term debts and convert part of their long-term debts with the Saar Savings Banks.

The Council recognised the desirability of the financial operation contemplated by the Governing Commission and the advantages that would accrue to the Saar territory from its success. It noted that the Financial Committee was of opinion that the financial situation of the Saar was sound, and that the service of the loan would place no undue strain upon the finances of the Governing Commission.

To assist the Governing Commission in its negotiations, the Council undertook to include in the decisions taken, in conformity with paragraph 39 of the Saar Annex to the Treaty of Versailles, the necessary measures to protect the interests of the lenders.†

\* Rapporteur: the Italian representative.

† § 39. "The Council of the League of Nations shall take such provisions as may be necessary for the establishment of the régime which is to take effect after the decisions of the League of Nations mentioned in paragraph 35 have become operative, including an equitable apportionment of any obligations of the Government of the territory of the

## 3. DANZIG.

### (a) *Amendment of the Constitution.*‡

An amendment to the Constitution of the Free City of Danzig, in the form of a Bill for the reduction of salaries and pensions of officials, was submitted to the Council on September 19th.

Under Article 49 of the Constitution of Danzig, an amendment to the Constitution proposed by the Popular Assembly cannot be adopted unless it passes its second reading by a two-thirds majority, at least two-thirds of the elected deputies being present; at least one month must elapse between the first and second readings. Amendments to the Constitution can only come into force after they have been communicated to the League of Nations and after the League has stated that it has no objection to these amendments. This Bill had already passed the first reading in the Popular Assembly, its second reading being timed for the end of September.

The Council authorised the President, in the event of the law passing its second reading without amendment, to inform the Senate of the Free City through the High Commissioner that it had no objection to this amendment to the Constitution.

### (b) *Danzig-Polish Relations.*‡

The question of the Danzig-Polish relations was examined by the Council in the light of a special report submitted by the High Commissioner, in accordance with the Council's request at its May session.

An exchange of views between the Polish representative, the President of the Senate of the Free City, the German representative and the rapporteur concerned certain points raised by the High Commissioner's report, *viz.*, the state of public security in Danzig (wearing of uniforms and political demonstrations), the economic situation of the Free City, the labour question, etc.

The Council noted the measures adopted by the Senate for the maintenance of public order. It recalled its decision of May 22nd, 1931,§ disapproving of demonstrations or acts directed against the statute of the Free City, from whatever quarter they might come. It expressed the hope that the measures contemplated both by

Saar Basin arising from loans raised by the Commission or from other causes.

‡ "From the coming into force of the new régime, the powers of the Governing Commission will terminate, except in the case provided for in paragraph 35 (a)."

§ Rapporteur: the British representative.

§ See Monthly Summary, Vol. XI., No. 5, p. 135.

Poland and by Danzig, with a view to checking the influx of non-Danzig labour into the territory of the Free City, would be such as to assist the Senate in its efforts to reduce unemployment. The Council welcomed any measures which Poland and Danzig, in view of their close treaty relations, might take to ensure more effective co-operation in the economic field.

As regards the question of access to and anchorage in the Port of Danzig for Polish war vessels, also raised in the High Commissioner's report, the rapporteur stated that, according to information at his disposal, there was no probability of a practical agreement being reached. The Council accordingly decided to ask the Permanent Court of International

Justice for an advisory opinion on the following point:

"Do the Treaty of Peace of Versailles, Part III., Section XI., the Danzig-Polish Treaty concluded at Paris on November 9th, 1920, and the relevant decisions of the Council of the League of Nations and of the High Commissioner confer upon Poland rights or attributions as regards the access to, or anchorage in, the port and waterways of Danzig of Polish war vessels? If so, what are their rights or attributions?"

Pending the Council's final decision, the High Commissioner was requested to draw up provisional regulations, it being understood that this arrangement should in no wise prejudice the final settlement of the question.

## IX.—THE PROTECTION OF MINORITIES.

The League's work on the protection of minorities since the last Assembly was, on the proposal of the German delegate, discussed by the Sixth Assembly Committee.

Referring to the principles enunciated by M. Motta in his report to the last Assembly, and by Mr. Henderson at the Council meeting of January, 1931, the German representative gave a general analysis of the application of the system during the past year, and indicated the direction in which he desired it to develop. He considered that minority committees of five Members of the Council should be constituted more frequently, that the committees should ask petitioners more often for information, and that means should be found for enabling them to note the observations made by the Governments concerned on their petitions (though this would not necessarily imply the recognition of their status as parties in a bilateral procedure). He emphasised the importance of the publicity of the results of the work of the minority committees in the largest possible number of cases. In his view, further efforts would be necessary to arrive at a system for the protection of minorities which would operate without creating friction.

Speaking on behalf of Czechoslovakia, Greece, Poland, Roumania and Yugoslavia, the Roumanian delegate explained that these States maintained the views they had expressed at the 1930 Assembly, it being understood that they were opposed to any extension of the Council resolution of June 13th, 1929. The Hungarian, Canadian, British and French representatives also maintained the views previously expressed by their delegates. The

Spanish delegate drew attention to the fact that his country was now engaged in settling the Catalan problem in accordance with League principles for the protection of minorities.

### 1. THE GERMAN MINORITY IN POLAND.\*

The situation of the German minority in the Voivodies of Silesia, Poznan and Pomorze was considered on September 19th by the Council, which declared closed its examination of this question.

The rapporteur stated that, after carefully studying the whole of the documentation, he had come to the conclusion that the Council's principal task was to ensure a régime of normal relations in the future between the Polish authorities and the German minority.

The Polish representative, explaining the measures taken, had assured the rapporteur that his Government would make every effort to give the minority the feeling of confidence without which it would be impossible to establish that co-operation between the minority and the State which, according to the treaties and resolutions of the League Assembly and Council, was a duty equally urgent for both.

This method, the rapporteur considered, would tend towards the result contemplated by Mr. Henderson, when, at the Council meeting of January 24th last, he appealed to the majority to realise that the suppression of the rights of the minority was not in accordance with its interests, and to the minority to realise that it was in its true interest to co-operate loyally with the Government of the country in which it lived.

\* Rapporteur: the Japanese representative.

*Admission of Sixty Children to the Silesian Minority Schools*\*—The question of the admission to the German minority schools in Upper Silesia of sixty children, previously examined by an educational expert, was settled by the Council on the basis of a report from the Japanese representative and the advisory opinion of the Permanent Court.†

The Polish representative informed the Council that his Government would conform to the Court's opinion, and had intimated to the parents of the children mentioned in the petition that they would be admitted to the minority school without further formality.

As regards the possible consequences of the admission to minority schools of children who did not speak the minority language, the Polish representative reserved his right to revert to this point if necessary.

The German representative expressed his satisfaction that a final settlement had at last been found for this question, which was very important to many members of the German minority in Polish Upper Silesia. He hoped that the Court's opinion would lead to the cancellation of the measures taken against those responsible for not having sent the children to Polish schools.

The Polish representative said that he could make no definite statement in this connection.

## 2. THE UKRAINIAN MINORITY IN POLAND. †

On the proposal of a Minority Committee composed of representatives of Great Britain, Italy and Norway, which had examined petitions from the Ukrainian minority in Poland, this question was placed on the agenda of the sixty-fifth session of the Council.

On the proposal of the rapporteur, it was postponed until the January Council session, to leave the Members of the Council sufficient time to study the vast mass of material dealing with the subject.

## 3. MINORITIES IN ROUMANIA.

*Petitions from Representatives of the Descendants of the former Szekler Frontier Guard Regiment.*§

This question, the examination of which had been postponed to the sixty-fourth session, was considered by the Council on the basis of a further communication from the petitioners.

The petitioners submitted the text of a request concerning the alleged negative results of their conversations with the Roumanian Government. The petitioners observed that, since that date, they had received no further summons from the Government.

In view of an explanation given by the Roumanian delegate that negotiations were taking place on the question and would be continued at future meetings, the Council decided to note this information and postpone the examination of the question to its January session.

# X.—POLITICAL QUESTIONS.

## I. APPEAL OF THE CHINESE GOVERNMENT UNDER ARTICLE II OF THE COVENANT.

Following an incident which took place in the evening of September 18th in the South Manchurian Railway Zone, which is guarded by Japanese troops, the Japanese Commanding Officer, invoking the necessity of taking military precautions, sent troops outside the South Manchurian Railway Zone and, more particularly, to the Chinese railway lines which terminate at Mukden.

The Chinese Government, which, on hearing of the first incident, had contemplated the possibility of settlement by direct negotiations, considered that the development of the situation rendered the Council's intervention necessary.

On September 20th, M. Sao Ke Alfred Sze, Chinese representative on the Council, addressed to the Secretary-General, on behalf of the Chinese Government, a letter requesting that

the Council should be summoned forthwith, in virtue of Article 11 of the Covenant, in order that it might take "immediate steps to prevent the further development of a situation endangering the peace of nations; to re-establish the *status quo ante*; and to determine the amounts and character of such reparations as may be found to be due to the Chinese Government."

M. Sze added that the Chinese Government was fully prepared to act in conformity with whatever recommendations it might receive from the Council and to abide by whatever decisions the League might adopt in the circumstances.

The incident near Mukden had been brought to the Council's notice on September 19th by the Japanese and Chinese representatives. Following the appeal of the Chinese Government, it met again on September 22nd. After a comprehensive debate, in which M. Sze

\* See Monthly Summary, Vol. XI., No. 5, page 140.

† See Monthly Summary, Vol. XI., No. 5, page 147.

‡ See Monthly Summary, Vol. XI., No. 5, page 140.

§ See Monthly Summary, Vol. XI., No. 5, page 141.

(China), M. Yoshizawa (Japan), Viscount Cecil (British Empire), Dr. Curtius (Germany), M. Massigli (France), M. Braadland (Norway), and M. Garay (Panama) took part, the Council, on the proposal of its President, authorised the latter (1) to address an urgent appeal to the Governments of China and Japan to abstain from any act which might aggravate the situation or prejudice the peaceful settlement of the problem; (2) to seek, in consultation with the representatives of China and Japan, adequate means whereby the two countries might proceed immediately to the withdrawal of their respective troops without compromising the security of life of their nationals or the protection of the property belonging to them.

The Council further decided to forward to the American Government for information the minutes of its meeting, together with the documents relating to this question.

In the evening of September 22nd, the President of the Council cabled to both Governments informing them of the mission entrusted to him by the Council, and transmitting the urgent appeal he had been authorised to make. At the same time, the President convened the two parties concerned and, as authorised by the Council, sought the assistance of the German, British, French and Italian representatives in his conversations with the Chinese and Japanese delegates. The Chinese and Japanese Governments promptly replied to this invitation. The Chinese Government's reply arrived on the 24th, and the Japanese Government's on the 25th.

The Chinese Government emphasised the necessity for extremely prompt steps with a view to the immediate withdrawal of the Japanese troops. It added that it would assume full responsibility for the protection of life and property as soon as it regained control of the areas evacuated by the Japanese troops.

The Japanese Government said that it was profoundly desirous of ensuring the peaceful settlement of the problem as rapidly as possible by negotiations between the two countries. It had withdrawn the greater part of its forces within the railway zone and they were concentrated there. Outside that zone only a few troops were, as a precautionary measure, quartered in the town of Mukden and at Kirin, and a small number of soldiers had been placed at certain points. The Japanese forces were being withdrawn to the fullest extent compatible with the maintenance of the safety of Japanese subjects and the protection of the railway. The Japanese Government intended to withdraw its troops to the railway zone in proportion as the situation improved. It felt

confident that the Council would, in this matter, trust the sincerity of its attitude.

On September 24th, the President of the Council received from the American Secretary of State, through the American Minister in Berne, a communication assuring him that the American Government was in wholehearted sympathy with the attitude of the League as expressed in the Council resolution, and would despatch to Japan and China notes along similar lines. At a private meeting, the Council decided to thank the Secretary of State for this communication, stating that it would gladly continue to keep the American Government informed of any action it might take. It expressed the hope that that Government would also be disposed to communicate with it.

On September 25th, the American Minister in Berne forwarded to the President of the Council the text of the note addressed by his Government to China and Japan. The same day, after reading the Chinese and Japanese replies and after a series of supplementary explanations which the representatives of the parties furnished the Council, and a statement by Viscount Cecil, the President noted that the Japanese forces in the railway zone were being withdrawn. If, on both sides, efforts were made to alleviate the situation, the Council, he considered, might hope for a satisfactory settlement of the problem. It must rely first and foremost on the firm determination of the two parties concerned, on the loyalty of their conduct and on their sincere desire not to aggravate the situation.

On his proposal the Council agreed that he should appeal to the Japanese Government to withdraw its troops as rapidly as possible within the railway zone.

The Council noted the Chinese representative's declaration that, in accordance with the pledge given in his Government's telegram, the latter would assume responsibility as and when the Japanese troops withdrew for the safety of Japanese subjects and the protection of their property outside the zone. The President concluded that the Council would desire to be kept informed of the measures taken by the two parties in response to its appeal.

On September 28th, the Council held a further meeting, in the course of which M. Yoshizawa recalled that the Chinese Government, through its representative on the Council, had declared that it assumed responsibility for the safety of Japanese nationals and for the protection of their property. While taking note of the Chinese Government's readiness



to assume such responsibility, the Japanese representative explained why it seemed necessary to him, before cancelling measures to ensure the protection of Japanese nationals, to make certain that the local authorities were in fact in a position to maintain order, and that the departure of the Japanese forces would not involve any danger for Japanese nationals. The Japanese representative further announced that the withdrawal of the troops was being continued and that the effectives stationed at Kirin had been reduced. Apart from Kirin and Mukden, there were now, he said, outside the zone only small posts at Hsinmingtung and Cheng Chia Tung for the protection of Japanese nationals against attack by Chinese soldiers and brigands, who were at the moment plundering these districts. His Government, he said, would not fail to keep the Council in touch with the situation and with all steps to bring about a rapid solution. In the present circumstances any further measures of that nature seemed to him unnecessary. The Japanese representative concluded by informing the Council that his Government had no territorial designs in Manchuria, and maintained its determination, of which practical proof had been given during the last few days, to withdraw its forces within the railway zone in so far as the safety of its nationals and their property was effectively provided for. It hoped that it would be possible fully to carry out this intention within the shortest possible time.

M. Sze was glad to learn that Japan was continuing the withdrawal of her troops, but expressed anxiety in regard to a certain number of points: the date on which the withdrawal of the troops would be terminated, the question of the release of prisoners and the returning of confiscated property in the evacuated areas. It seemed to him that certain measures might be taken to expedite the withdrawal of the troops. In his desire to facilitate agreement between the Governments concerned, he announced that, if this were more agreeable to the Japanese Government, he would be prepared not to abide by his suggestion for the despatch to the spot of a neutral commission, but to propose that the Council should assist the parties, with the help of neutral members, to make arrangements on the spot which would render possible the complete withdrawal of the Japanese troops.

After observations by Lord Cecil, the President received the Council's authorisation to make the next day a statement to the Assembly. In this statement the President announced that the Council would continue after the Assembly

session the efforts it had been making with the representatives of the parties with a view to a satisfactory settlement by a method acceptable to both. The President of the Assembly, M. Titulesco, thanked the Acting President of the Council for his statement, expressing the Assembly's conviction that the Council's efforts would shortly be crowned with success.

At the Council meeting of September 30th, the President noted that the essential point was the withdrawal of the Japanese troops, but that in the circumstances a certain amount of time was necessary with a view to ensuring the safety of Japanese subjects and the protection of their property. He accordingly proposed that the Council, which must closely watch the development of the situation, should adjourn for a short time. He submitted the following draft resolution, which was unanimously adopted by the Council:

"The Council,

1. Notes the replies of the Chinese and Japanese Governments to the urgent appeal addressed to them by its President, and the steps that have already been taken in response to that appeal;

2. Recognises the importance of the Japanese Government's statement that it has no territorial designs in Manchuria;

3. Notes the Japanese representative's statement that his Government will continue, as rapidly as possible, the withdrawal of its troops, which has already been begun, into the railway zone in proportion as the safety of the lives and property of Japanese nationals is effectively assured, and that it hopes to carry out this intention in full as speedily as may be;

4. Notes the Chinese representative's statement that his Government will assume responsibility for the safety of the lives and property of Japanese nationals outside that zone as the withdrawal of the Japanese troops continues and the Chinese local authorities and police forces are re-established;

5. Being convinced that both Governments are anxious to avoid taking any action which might disturb the peace and good understanding between the two nations, notes that the Chinese and Japanese representatives have given assurances that their respective Governments will take all necessary steps to prevent any extension of the scope of the incident or any aggravation of the situation;

6. Requests both parties to do all in their power to hasten the restoration of normal relations between them, and for that purpose to continue and speedily complete the execution of the above-mentioned undertakings;

7. Requests both parties to furnish the Council at frequent intervals with full information as to the development of the situation;

8. Decides, in the absence of any unforeseen occurrence which might render an immediate meeting essential, to meet again at Geneva on Wednesday, October 14th, 1931, to consider the situation as it then stands;

9. Authorises its President to cancel the meeting of the Council fixed for October 14th should he

decide, after consulting his colleagues, and more particularly the representatives of the two parties, that, in view of such information as he may have received from the parties or from other members of the Council as to the development of the situation, the meeting is no longer necessary."

The Japanese representative, M. Yoshizawa, before accepting the resolution, recalled that, in his opinion, it would be quite useless to take special measures for the collection of information on the spot, particularly as there were in Manchuria a great many persons from whom the Council could obtain such information. He proposed that each Member of the Council should send the Secretary-General any information which his Government might have received on the spot and which it thought desirable and useful to communicate to the other Governments.

The Chinese representative also accepted the resolution. He explained that the total withdrawal of the Japanese troops was but a preliminary step in the adjustment of the controversy, and announced that his Government reserved all its rights under the Covenant and would continue to look to the Council for aid in determining the responsibilities of the parties for the events which had occurred since September 18th, and the fixing of the reparation due.

M. Yoshizawa having stated that he was unable to accept the interpretation placed by the Chinese representative on the resolution, but accepted it as it stood, the President recalled that the rights of the parties obviously remained intact, and that either would be entitled, if necessary, to submit his point of view to the Council later.

## 2. CLAIM OF THE FINNISH GOVERNMENT AGAINST GREAT BRITAIN.

By a note dated July 30th, 1931, the Finnish Government brought before the Council a controversy pending since 1920 between Finland and Great Britain in regard to the employment by the British Government during the war of certain Finnish merchant vessels. The Finnish Government stated that it had claimed compensation on behalf of its nationals, the owners of the vessels; the British Government having disclaimed liability, the Finnish Government had requested that the matter should be submitted to arbitration by an international tribunal.

The Finnish Government explained that the British Government had refused this request on the grounds that it was open to the ship-owners to present claims in accordance with

British law. This the ship-owners did, but their claims were dismissed by the Admiralty Transport Arbitration Board in 1926. The Finnish nationals having thus exhausted their local remedies, the Finnish Government again requested the British Government to submit the matter to international arbitration. The British Government again refused its consent to this step. The Finnish Government, therefore, considered that it was its right and duty to appeal for the assistance of the Council, adding that it would gladly co-operate with the British Government and the Council in any appropriate steps proposed for settlement.

On August 28th, the British Government replied by a memorandum to the Finnish Government's communication. The British Government explained that when the Finnish vessels were requisitioned, the Grand Duchy of Finland formed a part of the Russian Empire, and it was by agreement between the Russian and British Governments that the vessels requisitioned or chartered by the Russian Government were sub-chartered to the British Government. In its memorandum, the British Government denied that the Finnish nationals had exhausted the available remedies under British law, and maintained that for this reason the claim was not one which the Finnish Government, under the rules of international law, had any right to take up.

At the Council meeting of September 14th the Finnish representative, Baron Yrjö Koskinen, said that the dispute which his country had brought before the Council was plainly of an international character within the meaning of Article 14 of the Covenant. It was, therefore, suitable for examination and settlement by an international authority. He denied that any municipal remedies remained open to the Finnish ship-owners, the ruling of the Admiralty Transport Arbitration Board being final as regards the point of fact, and only providing for resort to the Court of Appeal in regard to points of law. In his opinion, Articles 12 and 15 of the Covenant enabled the Council to deal with the dispute.

The British representative, Lord Cecil, said that the Finnish claim was not one of those which the British Government could be forced to arbitrate against its will. Articles 12 and 15 of the Covenant could not be invoked. He maintained that, both on principle and in virtue of the words of the Covenant, and of previous decisions of the Council, it was undesirable for the Council to embark upon a discussion of a question which was really a matter of private law, and not of public international law.

The Finnish representative replied that it might be expedient ultimately to ask the Court for an advisory opinion.

The Council instructed its President, M. Lerroux (Spain), with the assistance of the Italian and Norwegian representatives, to consider between now and January the preliminary question whether it was desirable that the Council should deal with problems such as the one submitted.

### 3. EXECUTION OF THE MOLOFF-CAPHANDARIS AGREEMENT.

By a letter dated August 7th, 1931, the Bulgarian Government brought to the notice of the Council a question concerning the execution of the Moloff-Caphandaris Agreement of December 9th, 1927, between Bulgaria and Greece.

The Bulgarian Government drew attention to the fact that, under Article 4 of the Agreement, the Greek Government should have paid to the Bulgarian Government on July 31st a sum of about sixty-three million levas. This payment was not effected, the Greek Government having stated that it was entitled to establish a connection between, and set off one against the other, its debt to the Bulgarian refugees under the Moloff-Caphandaris Agreement and the Bulgarian Government's reparation debt. The Bulgarian Government maintained that these two debts were totally different in nature, and that it was legally inadmissible that they should be set off one against the other.

Article 8 of the Moloff-Caphandaris Agreement provided that any dispute arising out of the interpretation of the Agreement should be settled by a majority decision of the Council. The Bulgarian Government, accordingly, appealed to the Council.

By a letter dated September 2nd, the Greek Government, to which the Secretary-General had communicated the letter of the Bulgarian Government, intimated that in its opinion there was no legal question to be settled. On June 20th, the President of the United States, Mr. Hoover, had suggested the postponement during one year of all payments of inter-governmental debts and reparations. The Bulgarian Government immediately accepted the Hoover proposal, but Greece, who is Bulgaria's creditor for 77 per cent. of the reparations due by Bulgaria under the Treaty of Neuilly of 1919 and the Hague Agreement of January, 1930, stated that she could accept the application of the Hoover proposal to the Bulgarian reparations only if there were reciprocity as regards the suspension of her own

debt to Bulgaria under the Moloff-Caphandaris Agreement. The Greek Government pointed out that Bulgaria's reparations annuity amounted to eight million one hundred thousand marks; the annuity under the Moloff-Caphandaris Agreement was three million four hundred thousand marks; the difference in favour of Bulgaria would therefore be four million seven hundred thousand marks. The Greek note concluded that the only possible alternative was that Bulgaria should accept the Hoover proposal subject to the reciprocal arrangement indicated by Greece, or, if this arrangement were refused, that the two countries should continue payment of their debts as in the past.

In a memorandum dated September 3rd, the Bulgarian Government again denied the existence of any connection between the suspension of Bulgaria's reparation debt and the obligations of the Greek Government under the Moloff-Caphandaris Agreement.

On September 7th, M. Malinoff (Bulgaria) and M. Venizelos (Greece) stated the respective views of their countries before the Council.

On September 19th the Council, on the proposal of the rapporteur, voted a resolution noting that the respective financial obligations of the two Governments were incurred in virtue of international instruments which were equally binding on both, and the execution of which could in no case be suspended except by agreement between all the signatories. It expressed its conviction that such an agreement must be sought with extreme urgency on a practical basis in respect of the payment of the current year, all questions of law being reserved. It accordingly invited both Governments to confer together in order to attain this result as soon as possible, the service of their debts being carried on in the interval.

Subject to the foregoing, the Council decided to request the Permanent Court of International Justice to give an advisory opinion on the following point:

"Is there a dispute between Greece and Bulgaria within the meaning of Article 8 of the Moloff-Caphandaris Agreement?"

"If so, what is the nature of the pecuniary obligations arising out of this Agreement?"

The Council noted with great satisfaction the declarations of the two Governments with regard to their mutual desire to effect a general settlement of the other difficulties subsisting between them, and urgently appealed to their spirit of conciliation, inviting them to open

negotiations as soon as possible with a view to this result.

Noting the resolution, the Bulgarian representative explained that the agreement to be concluded between Bulgaria and Greece as to payments for July, 1931–July, 1932, must in no case be taken as a precedent or as prejudicing in any way the solution of the outstanding points of law.

The Greek representative noted the draft resolution and expressed the hope that the efforts with a view to agreement would not be vain.

The Yugoslav representative said that, in his opinion, the Hoover proposal could only be binding on States which had accepted it.

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On the advice of the Financial Committee, the Council decided to transfer to that body the functions devolving upon the Mixed Greco-Bulgarian Emigration Commission under the Agreement of December 9th, 1927. It was understood that the Financial Committee would appoint certain of its Members to act on its behalf during the intervals between its sessions.

## XI.—SOCIAL AND HUMANITARIAN QUESTIONS.

### I. TRAFFIC IN WOMEN AND CHILDREN.\*

The progress made during the past year in combating traffic in women and children was considered by the Assembly, which was able to note that thirty-eight Governments were now parties to the 1921 Convention for the suppression of the traffic.

Since last Assembly a special effort has been made to obtain an increase in the number of parties to the Convention. The Turkish Government has declared its intention to consider accession; the Egyptian Government has informed the League that it will shortly forward the instruments of its ratification of the 1904 Agreement and the Conventions of 1910 and 1921. The American Government, regretting its inability to sign the present Convention, its scope not being within the limits of the Federal Government's competence, has expressed its full sympathy with its aims, and its hope of being able, in the future, to co-operate in the formulation of a convention to which it might become a party. The Governments of Monaco and Lithuania have acceded to the Convention, and the British Government has informed the League of the accession of certain colonies and protectorates.

Other matters dealt with by the Traffic in Women and Children Committee and noted by the Assembly were the question of penalties for souteneurs, women police, the repatriation of foreign prostitutes, traffic in obscene publications, and the influence of pornographic films.

The Assembly noted that it might shortly be necessary to summon a conference to deal with the amendment of the 1921 Convention, and that the work of the central authorities instituted by that Convention appeared to need further co-ordination and standardisation.

Another special point emphasised by the

Assembly Committee on Social Questions concerned the dangers that attend the present conditions of unemployment and economic pressure, since they might tend to make many women and young girls peculiarly open to the approaches of the procurer and the profits of prostitution.

The Assembly took note of the report of the Traffic in Women Committee, recommended that it should endeavour to ascertain the results of the penalties inflicted on souteneurs, and commended to States Members the preliminary report concerning the amendment of the 1921 Convention.

### 2. CHILD WELFARE.†

The work of the Child Welfare Committee during the past year was reviewed by the Assembly, which expressed its satisfaction with the results achieved, and recommended that the Committee should continue its work on the lines suggested in its report.‡

The Assembly Committee on Social Questions noted that the problem of the return of children and young people to their homes, which had been on the agenda for several years, had been solved most satisfactorily. A draft convention had been approved by the Council in May and submitted to Governments as a model for bilateral or plurilateral agreements. Action had also been taken in regard to two other questions which have been studied for several years: assistance to foreign minors and the recognition and execution of maintenance orders abroad.§

Other matters on which reports had been made to the Child Welfare Committee were blind children, cripple children, the cinematograph and the treatment of delinquent children.

† See *Assembly Resolutions*, Annex I., page 273.

‡ See *Monthly Summary*, Vol. XI., No. 5, p. 143.

§ See below.

\* See *Assembly Resolutions*, Annex I., page 272.

In regard to this last question the Assembly Committee on Social Questions unanimously decided, in view of the special importance during the present crisis of the treatment and prevention of juvenile delinquency, to request the Assembly to make an urgent recommendation to the delegates of the countries which have not yet established special juvenile courts to press for this reform, and for the association therewith of women to the fullest extent permitted by national legislation.

A recommendation made by the Australian delegate to the Assembly Committee on Social Questions concerned the special dangers under which present economic circumstances placed adolescents, both boys and girls, in the aspects of unemployment, education, nutrition and health, and urged that the Child Welfare Committee should, within the limits of its competence, devote special attention to this immediate problem.

### 3. ASSISTANCE TO FOREIGNERS AND THE RECOGNITION AND EXECUTION OF MAINTENANCE ORDERS ABROAD.\*

A special temporary committee was appointed by the Council on September 4th to study the question of assistance to foreigners as a whole, and to prepare a preliminary draft convention on the subject, as well as to examine the question of the recognition and execution of maintenance orders abroad.

Taking into consideration the interest shown by certain countries in the study of questions of assistance at various international conferences, as well as the desirability of securing an adequate representation of countries of emigration and immigration, the Council decided that the Committee should be composed of experts nominated by the Argentine, Canada, Denmark, France, Germany, Great Britain, Hungary, Italy, Japan, the Netherlands, Poland and Switzerland.

### 4. TRAFFIC IN OPIUM.

#### (a) *The Assembly Debate.*†

The League's work during the past twelve months in the struggle against the drug traffic was reviewed by the Assembly, which noted with particular satisfaction the important advance represented by the conclusion of a convention for the limitation of manufacture and the regulation of distribution of narcotic drugs.‡ In the words of the Assembly Committee on Social Questions, "the League is now in possession

of an effective instrument for combating this evil, provided that all necessary steps are taken to ensure the strict and universal enforcement of the Convention, while at the same time every effort should be made to observe more fully the Geneva Convention, which the new diplomatic instrument is intended not to replace but to supplement and strengthen."

The Convention marks an entirely new and highly important development in international co-operation, since this is the first time that an industry has been internationally regulated, and that manufacturing in its economic aspect has been wholly subordinated to higher humanitarian and moral aims. Thanks to the system established by this Convention and the 1925 Geneva Convention, there will be, at the headquarters of the League itself, a kind of central counting house for the world drug traffic.

The Assembly expressed the view that the limitation of the manufacture of narcotic drugs was the first step towards the limitation of the production of raw material. The Panama delegation proposed that material should be collected which might serve as a basis of discussion for a conference on the limitation of production. The British delegation having asked that the limitation should apply to the cultivation and harvesting of the coca leaf, the Assembly asked the Opium Advisory Committee to undertake as soon as possible the collection of the material for a conference on the limitation of production of opium and the cultivation and harvesting of the coca leaf. The delegates of certain countries producing raw materials said that they had no objection to the preliminary inquiry, but hoped that other countries would take account of the economic difficulties this question involved for them. The Persian delegate drew attention to the fact that the opium exports of his country amounted to 25 per cent. of its foreign trade.

Another question in regard to which the Assembly was able to note progress was the ratification of the Geneva Convention. The number of ratifications is now forty-seven, as a result of the accessions of Lithuania and Iraq, and the ratifications of Cuba and the Irish Free State. The Geneva Opium Convention is now far ahead in the list of League Conventions as regards the number of ratifications. There is, however, still a long list of States which have not ratified, including an important group of Latin-American countries, and an appeal was made to those countries to co-operate, this being essential if the Convention is to produce its full effect.

Certain countries, including Germany,

\* Rapporteur: the Irish representative.

† See *Assembly Resolutions*, Annex I., page 272.

‡ See *Monthly Summary*, Vol. XI., No. 7, p. 183.

Colombia, Roumania, and Switzerland, have introduced or contemplate important legislative measures in connection with the drug traffic. The Polish delegate drew attention to the importance of the introduction into the text of the Convention on limitation of an article binding the signatories to communicate to one another the laws and regulations indicated by them in this connection, and asked that the Secretariat should collect and analyse all such legislation. The Assembly accordingly instructed the Secretariat to undertake the compilation of such laws with a view to publishing them as soon as possible after the entry into force of the Convention on Limitation.

Certain delegates, considering that the new Convention left Governments too much latitude in the disposal of drugs seized, supported a resolution aiming at the destruction of such drugs. This view was, however, not shared by the majority.

Important results have been obtained in the matter of the suppression of the illicit traffic. The Assembly expressed the view that these very results showed the enormous ravages caused by the traffic, and revealed the fact that quantities of narcotics greatly in excess of those needed for medical and scientific requirements were being produced and circulated throughout the world. It noted that new regulations had been promulgated by the Japanese and Turkish Governments, that the Persian Government had improved its supervisory system, that there was a decline in addiction reported in Egypt. It endorsed the recommendation of the Opium Advisory Committee that it would be possible for China and the Treaty Powers to establish practical co-operation with a view to combating the traffic.

Subject to certain observations made by the German Government, the Assembly approved the recommendations of the Opium Advisory Committee with regard to general measures for the purpose of combating the traffic. These measures referred to firms manufacturing or supplying narcotic drugs, the withdrawal of passports held by habitual smugglers, the necessity for an effective control of seizures, closer co-operation between the police authorities and the League, and the communication to the Secretary-General of information of every kind regarding the illicit traffic and addiction.

As regards the channels used by traffickers, the Assembly emphasised the importance of the question of the chartering of vessels by foreigners, which is now being studied by the Committee on Ports and Maritime Navigation of the Transit Committee. On the proposal of the Australian delegate, it suggested that the

question of smuggling by aircraft should be examined at the same time, in view of the great facilities afforded by air navigation for the illicit transport of drugs.

A Conference on Opium Smoking in the Far East will meet at Bangkok on November 9th, at the invitation of the Siamese Government. The Assembly expressed the hope that this meeting would mark a further important advance in the campaign against the narcotic scourge.

#### (b) *Limitation of the Manufacture of Narcotic Drugs.\**

The Convention and Final Act drawn up by the Conference on the Limitation of the Manufacture of Narcotic Drugs provided for certain action by the Council, which was discussed by that body on September 4th.

The action required concerns the appointments which are to be made by the Opium Advisory Committee, the Permanent Central Opium Board, the Health Committee, the *Office international d'Hygiène publique* of members of a supervisory body set up under the Convention; procedure in the event of the Health Committee deciding that any particular drug may be convertible into a drug of addiction; the framing by the Advisory Committee of the model code to guide Governments in preparing legislative and administrative measures for the application of the Convention; the desirability of bringing under the Geneva Convention certain drugs covered by the Convention on Limitation of Manufacture but not yet covered by the Geneva and Hague Conventions; the question of the prosecution and punishment of breaches of the law relating to manufacture, trading and possession of narcotic drugs; the possibility of applying the international control system provided for in the Convention to all preparations containing certain drugs mentioned in the Convention; the reference to all States of certain statistical documents prepared by the Secretariat; pending the entry into force of the Convention, a recommendation to countries manufacturing drugs to limit manufacture as nearly as possible to quantities required for domestic consumption and exports for scientific purposes.

On the proposal of the rapporteur, the Council made arrangements for the necessary action in connection with each of these subjects.

#### (c) *Work of the Permanent Central Opium Board.\**

The report of the Permanent Central Opium Board on its eighth, ninth, and tenth sessions.†

\* Rapporteur: the Yugoslav representative.

† See Monthly Summary, Vol. XI, No. 1, page 28, No. 4, page 110, and No. 8, page 211.

and on statistics for 1930 was considered by the Council on September 14th, when that body expressed its satisfaction at the view taken by the Board that the new duties imposed upon it by the Convention for the Limitation of Drug Manufacture were not incompatible with its present position.

The rapporteur emphasised certain parts of the report which, in his view, recorded encouraging results of the application of the Geneva Opium Convention of 1925. Certain Governments, compelled to note considerable leakages into the illicit traffic, had taken most rigorous measures. The consumption in some of their territories being extremely high, the rapporteur expressed his conviction that they would doubtless endeavour to reduce it gradually. In 1930 more than ten tons of pure narcotic drugs had leaked into the illicit traffic, but the rapporteur was of opinion that there was no reason for discouragement, since the illicit traffic could only thrive in the dark and, as soon as the facts were known, it was certain that the traffic would be suppressed.

The rapporteur expressed his regret that a reduction in the world manufacture of morphine and cocaine was, unfortunately, offset by an increase in the production of heroin.

The Council's special attention was drawn to the rigorous and effective measures adopted by the Turkish Government to prevent leakages into the illicit traffic. The effects of these energetic measures have not failed to make themselves felt, since all large exports of drugs appear to have ceased. This action the rapporteur considered as especially noteworthy as it involved heavy sacrifices on the part of a country a large proportion of whose population had for generations lived on the production of raw opium. The rapporteur hoped that the strict internal control adopted by Turkey might be supplemented by the closest co-operation in the international sphere.

##### 5. PENAL ADMINISTRATION.\*

The question of penal administration, which was brought before the League in 1929, was discussed by the Assembly on the basis of a report from the Secretary-General. The matter was considered by the Assembly Committee on Social and Humanitarian Questions from three angles: the progressive unification of penal law, the co-operation between States for the prevention and suppression of crime, and the execution of penalties.

There was some divergence of opinion as to whether the first and second points should be

included in the discussion. As regards the unification of penal law, several delegates drew attention to the fact that the League had already concluded conventions which tended towards international unification in this direction (traffic in women and children, slavery, traffic in drugs, obscene publications, and counterfeiting currency), public and private institutions had also passed resolutions in favour of unification. Taking account of the views put forward on the subject, and of the efforts already made, the Committee expressed the opinion that the best method would be to ask certain specially qualified independent organisations in which way the League could assist in this work. These observations, once received, would be submitted to States Members of the League in order to ascertain whether they desired the League to give assistance in the matter.

A similar decision was taken in regard to international co-operation for the prevention and suppression of crime.

As regards the third point—the execution of penalties—the Assembly had before it a series of observations submitted by Governments on the general body of rules for the treatment of prisoners, drawn up by the International Penal and Penitentiary Commission. Observations were also made by international associations, the International Labour Office, and certain organs of the League, the principal subjects dealt with being the problem of juvenile delinquents, habitual criminality, the treatment of abnormal criminals, political offenders, deportation, moral support, assistance and repatriation of foreign prisoners, disciplinary measures and the remuneration for prisoners' labour, and, generally speaking, conditions in prisons.

The Assembly finally decided to return to the International Penal and Penitentiary Commission the observations regarding the standard minimum rules for the treatment of prisoners, with a request for the reconsideration of these rules in the light of the various observations. As soon as the answer of the Penal and Penitentiary Commission has been received, Governments will be asked whether they consider that the League can best assist in connection with the treatment of prisoners by co-operation with the Commission or by setting up a special League committee. The organisations which are interested in the subject and have presented their observations will be consulted as to how they consider that the League's assistance may be of value, with a view to achieving a gradual unification of criminal law and the co-operation

\* See *Assembly Resolutions*, Annex I., page 273.

of States in the prevention and suppression of crime. The results of this consultation will be forwarded to States Members, who will be asked whether they wish the League to lend its assistance in regard to these two questions.

Other decisions concerned the development of co-operation with organisations dealing with the international aspect of these problems, and the continuation of the study of the International Labour Office on prison labour.

#### 6. REFUGEES.\*

The situation as regards Russian, Armenian, Assyrian, and Assyro-Chaldean and Turkish refugees was considered both by the Council and the Assembly in the light of reports from the Governing Body of the International Nansen Office for Refugees and the Inter-Governmental Advisory Commission. A detailed statement on the refugee work was made by Dr. Max Huber, President of the Governing Body of the Nansen Office.

A new feature in the programme of settlement is a request made to the President of the Governing Body by responsible Armenian organisations with a view to the transfer of some thousands of refugees from Bulgaria and Greece to the Armenian Republic, where provision has been made for their settlement. The Assembly requested the Office to afford all possible facilities for the transfer of these refugees, if satisfied that this measure was in their best interests.

Progress has been made towards the solution of the problem of the Armenian refugees in Syria. Of forty thousand refugees in camp at Aleppo, Alexandretta and Beyrout at the end of 1926, twenty-five thousand have been settled. There now remain fifteen thousand whose transfer and settlement are envisaged before the end of 1933. Despite the fact that the prevailing economic depression has somewhat hampered the work of the Office, assistance has been afforded to individual refugees and small groups with a view to procuring them employment. The Office has made grants to refugee organisations to enable them to continue their relief work, and has thus prevented their closing down.

A somewhat difficult situation has arisen as regards a hundred thousand Russian refugees in China, and particularly two thousand Russian refugees in Harbin, many of German origin.

\* See *Assembly Resolutions*, Annex I., page 273.

The Chinese delegate requested that the Office should consider the possibility of transferring them to other countries. The Paraguayan delegate later informed the Council that his Government was prepared to facilitate the settlement in Paraguay of about one thousand of these refugees.

In view of the fact that the funds at the disposal of the Office are inadequate, its only revenue for relief work being that derived from the Nansen stamps, the Assembly urged Governments to consider the possibility of enforcing the Nansen stamp system in their countries.

Great satisfaction was expressed at the efforts of the signatories of the Nansen Memorial Appeal to obtain funds for the Office. The national committees in Denmark and Great Britain have each obtained a hundred thousand Swiss francs for the fund, and the Norwegian Government has promised to transfer to the Office the balance of the relief fund administered on behalf of the late Dr. Nansen (350,000 Swiss francs). It was recommended that similar national committees should be formed in other countries.

The Assembly also considered a proposal of the Inter-Governmental Advisory Commission concerning the preparation of a Convention to ensure the protection of refugees on the liquidation of the Office. It was recommended that both the Office and the Inter-Governmental Commission should further consider the matter.

#### 7. SLAVERY.†

A proposal of the British delegation for the re-appointment of the Temporary Commission which sat in 1924 and 1925 was considered by the Assembly.

The Assembly finally requested the Council to appoint, for one year, a small committee of experts to examine the material on slavery supplied by Governments since the signature of the 1926 Convention. This Committee will, in the first place, inquire to what extent the Convention has succeeded in putting an end to slavery and what obstacles exist to further progress. It will also be called upon to make suggestions as to measures of assistance for countries which have agreed to abolish slavery, and which request such assistance.

The Council, having decided to constitute the Committee, requested its rapporteur, the British representative, to submit in January proposals regarding the appointments.

† See *Assembly Resolutions*, Annex I., page 273.



## XII.—OTHER QUESTIONS.

## I. FINANCIAL QUESTIONS.\*

(a) *The League Budget.*

The League's budget for 1932 was fixed at 33,687,994 francs, as compared with 31,637,501 francs in 1931. It should be noted that the increase of expenditure in 1932 is caused by the estimates for the Disarmament Conference, which amount to 3,500,000 francs. The expenditure is distributed as follows :

	Swiss Francs.
1. Secretariat and special organisations of the League .. ..	19,174,317
2. International Labour Organisation .. .. .	8,792,290
3. Permanent Court of International Justice .. ..	2,663,702
4. Nansen International Office for Refugees .. .. .	297,763
5. Buildings at Geneva .. ..	1,748,899
6. Pensions .. .. .	1,011,023
	<hr/>
	33,687,994

In the course of the general discussion on the subject, more than thirty members spoke, and all except the Spanish and Lithuanian delegates urged the cause of strict economy in view of the economic crisis which obliged each State Member to reduce public expenditure.

As presented to the Fourth Committee, the budget amounted to 36,038,116 francs. The Fourth Committee recognised that the increase was due mainly to appropriations voted for the Disarmament Conference, and that these appropriations should not be affected by measures of economy. It also recognised that the proposed economies should not interfere with the essential work of the League which, in 1932, would have to concentrate upon disarmament and questions touching the financial and economic depression.

Having formulated these principles, the Fourth Committee referred the draft budget back to the Supervisory Commission, requesting it to recommend any reductions it might be possible to effect.

After a detailed study, the Supervisory Commission submitted proposals which provided for a reduction of 2,620,622 francs, reduced later to 2,350,122 francs by the supplementary credits voted. The Supervisory Commission made it clear that the proposed reductions were not to be regarded as implying that

the estimates for expenditure entered in the original budget could, on any account, be considered superfluous or extravagant. The draft budget was a carefully compiled estimate of the sums necessary to give effect to the Assembly's decisions and to continue the work of the various League organisations ; whereas the revised budget was designed to meet the entirely abnormal conditions which had developed during the last five months and, in many cases, provided for the postponement of work rather than for its abandonment.

The reductions proposed by the Commission concerned four categories of expenditure :

1. Expenditure on the various conferences, meetings of experts, etc., held under the League's auspices.

2. Travelling allowances for members of Committees, experts, and officials.

3. Printing, publishing, and circulation of League documents.

4. Salaries and allowances other than those protected by contractual obligations.

As regards conferences and meetings, the League was guided by the following principles : whenever a meeting originally fixed for 1932 could, without serious inconvenience, be postponed until 1933, or to a subsequent year, the credits provided were suspended. As regards printing, publication, and distribution of documents, the estimates were reduced by 25 per cent.

The report of the Supervisory Commission was unanimously approved by the Fourth Committee. The Fourth Committee further recommended that the contribution of the League to the pensions fund for 1932 should be, as in 1931, 9 per cent. of the salaries, subject to reduction. Certain amendments were adopted as regards the regulations.

Finally, the Supervisory Commission drew the Fourth Committee's attention to the fact that, although not critical, the League's financial position was less favourable than at the corresponding stages of the five previous financial periods, as so many contributions had not yet been sent in. With the object of avoiding, if possible, a deficit at the end of 1931, the Fourth Committee thought it advisable to forward to the Assembly a draft resolution requesting the Council and the Governing Body of the International Labour Office to cancel or postpone any meetings arranged for the last quarter of the present year. In this connection, the Chairman of the Supervisory Commission pointed out that

\* See *Assembly Resolutions*, Annex I., page 274.

it would be of great advantage to the League Treasury if Governments would do their utmost to arrange for the payment of at least a portion of their contributions at the beginning of the year.

On this occasion the Assembly, profoundly distressed by the catastrophe which had occurred in Nicaragua and totally destroyed her capital, decided to exempt that country from the payment of half its contribution for the financial year 1932, and to defer the payment of the balance.

*Supervisory Commission.*—On the proposal of the Fourth Committee, the Assembly appointed Lord Meston, of Agra, and M. Hambro as regular members of the Supervisory Commission for the period ending December 31st, 1934.

(b) *The New League Buildings.\**

The question of the new League buildings was considered by the Fourth Committee and the Assembly. It was noted that the estimates approved by the Assembly in 1930 would probably be exceeded by seven to eight million francs. Faced by this serious situation, the Supervisory Commission considered it essential to consult the Fourth Committee immediately.

In the report, submitted to the Assembly by the Swedish representative on behalf of the Fourth Committee, a summary is given of the different stages which led to the adoption by the 1930 Assembly of the estimates for the new buildings. In 1927, the Assembly agreed, in principle, that the sum to be expended should be increased to approximately 19,500,000 francs. In 1928, difficulties arose in regard to the lake-side site, and the Assembly approved the choice of the Ariana Park as the site for the new buildings. A revised draft plan for the new site was approved by the Council in June, 1929. This draft plan was accompanied by an estimate which put the cost of the buildings at 17,681,061 francs, leaving a margin of approximately 1,800,000 francs on the provisional credit of 19,500,000. The special committee supervising the building asked the architects for further information before the 1929 Assembly. It then drew the Assembly's attention to the fact that there was reason to fear that the rough estimate of cost would have to be increased by 10 to 15 per cent.; in 1930, the total estimate for the Assembly Hall, the Secretariat buildings, and external work amounted to 23,633,150 francs, with a margin of 759,553 francs for unforeseen expenditure. The cost of the new library buildings, which is to be met out of the Rockefeller grant, was estimated at 4,250,000 francs.

In February, 1931, the Secretary-General notified the Supervisory Commission that the estimates had been exceeded by 178,000 francs on the work of levelling and by 50,000 for drainage. The estimates had, moreover, not provided for the necessity of a special system of draining the sub-soil.

Seriously concerned at this continued over-spending, the Building Committee instructed the architects, during 1931, to revise completely the estimates submitted to the 1930 Assembly.

The revised estimates showed an increase of 2,771,845 francs over the estimates of 1930 for the Assembly Hall and the Secretariat, the estimate for the Library remained unchanged. The additional expenditure on the foundations accounted for about 1,200,000 francs, and the balance was caused by a slight increase in the cubic content of the buildings, and certain increases in various chapters of the estimate. The Building Committee observed that the revised estimates included no margin for unforeseen expenditure, and contemplated certain economies which were scarcely acceptable. It accordingly invited the architects again to revise their calculations and to take fully into account all the accessory work necessary for the completion of the buildings. The architects then estimated that a margin of ten per cent. on the revised estimate would be prudent. They furnished, in the first place, an estimate of 28,748,941 francs, followed a few days later by one of 29,925,494 francs. It must, however, be added that the architects, when questioned by the Supervisory Commission, stated that the approximate estimate of an increase of seven or eight million francs emanated from the Building Committee and not from them, and that they maintained the figures of their revised estimate of September 9th, 1931, which showed an increase over the 1930 figures of 2,771,845 francs.

The Fourth Committee was fully alive to the seriousness of the situation, which it considered might even bring prejudice upon the League's prestige. It decided that the question should be referred to a committee of inquiry which would review the whole situation and, after obtaining the necessary technical and legal advice, propose the necessary action.

The Assembly, after noting the report of the Fourth Committee, painfully surprised at the information furnished, declared that it was resolved in principle to keep within the estimate adopted in 1930, and instructed the Supervisory Commission to submit to the Council as soon as possible a programme complying under the best possible conditions with the decision taken, without excluding the possibility of

\* See page 275.

reconsidering the contract concluded with the architects.

(c) *Allocation of Expenses.*

In 1928 the Committee on Allocation of Expenses was instructed by the Council to submit to the 1932 Assembly a definite scale for the contributions of States Members. In view of the present economic and financial situation, however, the Committee came to the conclusion at the beginning of this year that it would be extremely difficult to draw up a new scale with permanent scientific value. It therefore considered that the question of a definite scale should be deferred until 1934.

During the discussion in the Fourth Committee, delegates of several states emphasised the particularly difficult position in which their respective countries were situated, and the disadvantages which would result from an adjournment. In a spirit of mutual concession, unanimous agreement was, however, reached on the proposal of the Committee on Allocation of Expenses.

The number of units to be allocated to Mexico was fixed at fourteen.

The Assembly approved the recommendations of the Committee on Allocation of Expenses.

(d) *Contributions in Arrears.*

The question of unpaid contributions for financial years previous to December 31st, 1930, was considered by the Assembly, which noted with regret that this year a greater number of States than before had not fulfilled their financial obligations towards the League. It earnestly called upon States which had received certain facilities for the liquidation of their arrears to fulfil the conditions of the respective arrangements, and invited others which, for various reasons, still owed in respect of 1929 and 1930 to remit their contributions as soon as political or economic conditions permitted.

It requested the Secretary-General to undertake or pursue negotiations for the liquidation of arrears by all the States in question.

2. ORGANISATION OF THE SECRETARIAT, THE INTERNATIONAL LABOUR OFFICE AND THE REGISTRY OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

On October 3rd, 1930, the Assembly appointed a Committee to consider certain points in connection with the organisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court, in regard to which it had not reached a decision, such as the retention or elimination, the increase or reduction of the posts of Under-Secretary-General; the salaries, conditions of engagement,

etc., of the Secretary-General, the Deputy-Secretary-General, the Under-Secretaries-General, the Directors and the Treasurer; the salaries of Chiefs of Section, and of the Secretary-General's *Chef de Cabinet*. This body, known as the Committee of Thirteen, examined these points and prepared a report, the conclusions of which were adopted by the twelfth Assembly.

The Committee was unable to reach agreement in regard to the first point. It accordingly proposed that the present organisation of the higher staff should be retained for the present, and suggested that, in three years' time at latest, the Council and the Assembly should again consider the question. It nevertheless stipulated that, should the present Secretary-General retire before then, the position might have changed, and the League would have at once to consider whether there should be a general re-adjustment of the higher posts. Bearing this in mind, the Committee recommended that all new or renewed contracts concluded with the Deputy-Secretary-General or Under-Secretaries-General should have a maximum duration of three years, and contain a clause under which they could be denounced within one year from the date on which the Secretary-General officially notifies the Council of his intention of resigning.

The twelfth Assembly also adopted the suggestions of the Committee of Thirteen with regard to the Secretariat, the normal term of office of the Secretary-General (which should not exceed ten years), and the Deputy- and Under-Secretaries-General (which should not exceed seven years), the entertainment allowances granted these officials and the salaries of directors. It decided to give the Treasurer the rank of Director, it being understood that he would receive no increase in salary for 1932. The Registrar of the Court spontaneously renounced for 1932 the amount entered in the supplementary budget, based on the new scale adopted by the Court and approved by the Council.

The Assembly postponed until next year its examination of the salaries of counsellors, septennial leave for officials of the first division, and the new scale of salaries applicable to the Secretary-General's *Chef de Cabinet*, the Chiefs of Section, and the Deputy Registrar of the Permanent Court of International Justice.

3. THE LEAGUE ADMINISTRATIVE TRIBUNAL.

The Council renewed for a period of three years, as from 1932, the terms of office of M. Montagna and M. van Ryckevorsel, respectively Judge and Deputy Judge of the League Administrative Tribunal.

## XIII.—FORTHCOMING EVENTS.

October 19th.—Permanent Central Opium Board, Geneva.

October 20th.—Sub-Committee of Experts on the Unification of Customs Nomenclature, Geneva.

October 22nd.—Committee of Coal Experts, Geneva.

October 22nd.—International Conference for the Protection and Preservation of Historical and Artistic Monuments, Athens.

October 26th.—Permanent Mandates Commission, Geneva.

October 26th.—Economic Committee, Geneva.

October 30th.—Special Committee to Study the Extension of Preference to Agricultural Products other than Cereals, Geneva.

November 2nd.—Special Committee to consider a Pact of Economic Non-aggression, Geneva.

November 9th.—Conference on Opium Smoking in the Far East, Bangkok.

1932.

January 18th.—Commission of Inquiry for European Union, Geneva.

January 25th.—Sixty-sixth Session of the Council, Geneva.

February 2nd.—General Disarmament Conference, Geneva.

## THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## I. CUSTOMS RÉGIME BETWEEN GERMANY AND AUSTRIA.

At a public sitting held on September 5th, the Court delivered its advisory opinion in the case concerning the customs régime between Germany and Austria.

The question upon which the Council asked the Court for an advisory opinion was as follows :

" Would a régime established between Germany and Austria on the basis and within the limits of the principles laid down by the Protocol of March 19th, 1931, be compatible with Article 88 of the Treaty of Saint-Germain and with Protocol No. 1 signed at Geneva on October 4th, 1922 ? "

By eight votes to seven the Court expressed the opinion that the régime referred to was not compatible with the Geneva Protocol.

Of the eight judges who voted for this opinion, seven declared that, in their view, the régime was likewise incompatible with Article 88 of the Treaty of Saint-Germain. One of these, M. Anzilotti, made an entirely distinct statement of the reasons on which his opinion was based, whilst the other six (M. Guerrero, Count Rostworowski, M. Fromageot, M. Altamira, M. Urrutia and M. Negulesco) signed a joint declaration to the effect that the proposed régime of customs union would be calculated to threaten Austria's economic independence, and would thus constitute an act capable of endangering the independence of that country.

Furthermore, seven judges (M. Adatci, M. Kellogg, Baron Rolin-Jacquemyns, Sir Cecil Hurst, M. Schücking, M. van Eysinga and M.

Wang) signed a joint dissenting opinion to the effect that in their view the proposed régime would be compatible with both Article 88 of the Treaty of Saint-Germain and with the Geneva Protocol.

The grounds on which the Court's opinion is based may be summarised as follows :

Austria is a sensitive point in the European system, and her existence is an essential feature of the political settlement in Europe following upon the war. Article 88 of the Treaty of Saint-Germain and the Geneva Protocol, which, without imposing on Austria any absolute veto as regards the alienation of her independence, simply require her in certain circumstances to obtain the consent of the Council, must be examined in the light of the foregoing consideration.

On the other hand, the Protocol of Vienna, which makes no provision for any consent to be given by the Council, envisages the conclusion between Germany and Austria of a treaty which would amount to the constitution of a régime of customs union.

The Court was asked to say whether Austria, without committing a breach of her obligations under the instruments mentioned in the question—Article 88 of the Treaty of Saint-Germain and the Geneva Protocol—could conclude this union with Germany without the consent of the Council.

Then followed an analysis of the relevant texts :

According to Article 88, the independence of Austria must be understood to mean the continued existence of Austria within her present frontiers as a separate State, with the sole right of decision *inter alia* in economic

\* With the exception of Sections 8 and 9 this article has been written with the aid of information furnished by the Court Registry.

matters. By alienation of independence the same Article means any voluntary act by the Austrian State which would cause it to lose its independence or make its sovereign will subordinate to the will of another State. Finally, Austria's undertaking to abstain from "any act which might compromise her independence," must be understood to refer to any act capable of endangering that independence in so far as can reasonably be foreseen.

In the second place, Austria, in the Geneva Protocol, assumed certain undertakings in the economic sphere. Although these undertakings fall within the scope of Article 88, they are nevertheless valid and obligatory in themselves. They are special undertakings not to violate her economic independence by granting to any State a special régime or exclusive advantages calculated to threaten that independence.

Finally, as regards the Vienna Protocol, the régime contemplated therein certainly fulfils the requirements of a customs union; what the Court had to consider is not any particular provision of the Protocol, but rather the régime to be established as a whole.

This régime does not in itself constitute an act alienating Austria's independence; in law that State retains the possibility of exercising its independence. Strictly speaking, this independence is not even endangered within the meaning of Article 88.

On the other hand, the projected régime constitutes a special régime affording Germany advantages denied to third Powers.

In the last analysis, it is difficult to maintain that the projected régime, considered as a whole, is not calculated to threaten economic independence, and that is it consequently in accord with the undertakings specifically given by Austria in that Protocol with regard to her economic independence.

The collective dissenting opinion accepts in the main the analysis of the relevant texts set forth in the Court's opinion. The minority, however, while it agrees with the opinion that the régime contemplated by the Vienna Protocol would not constitute an alienation of Austria's independence, states that it cannot find in the opinion any reasons explaining how this régime would endanger that independence.

It is the view of the minority that the Council had asked for an opinion upon a legal question—an interpretation of texts—and that the Court was not concerned with political considerations or consequences. In order that its conclusions may amount to more than mere speculations,

the Court must base its decision upon the material submitted for its examination.

The minority declares that Article 88 of the Treaty of Saint-Germain was intended to secure the continued existence of Austria as a separate State. It recalls that a State's independence is not affected, if it agrees to restrictions upon its freedom of action, provided that it does not thereby deprive itself of its organic powers.

As regards the Protocol of Geneva, the minority holds that Austria, faced with a particular situation, renewed in that Protocol the undertakings she had already given in Article 88, the terms being slightly altered to meet that situation. In particular, the clause in the Protocol forbidding Austria to grant to any State a special régime or special advantages calculated to threaten her independence is no extension of the obligation already accepted by Austria in Article 88. After a detailed explanation of the reasons for its opinion on this point, the minority concludes that any act constituting a violation of the undertakings given by Austria in the Protocol must also be a violation of Article 88, and that, if the régime contemplated by the Vienna Protocol is compatible with Article 88, it cannot be incompatible with the Protocol of Geneva.

Furthermore, the minority recalls that according to the Court's opinion it is the régime contemplated by the Vienna Protocol when taken as a whole which it might be difficult to regard as in accordance with Austria's undertakings. The minority, however, is able neither to regard customs unions in general as a danger to the independence of the States concerned nor to admit that the particular régime contemplated by the Vienna Protocol taken as a whole can be incompatible with Austria's undertakings, so long as no provision therein taken by itself can be singled out as incompatible. The analysis of the Protocol made by the minority, and supplementing that contained in the Court's opinion, does not disclose any provision of which the consequences, so far as can reasonably be foreseen, would threaten Austria's independence and which would accordingly be incompatible with Austria's continued existence as a separate and independent State.

## 2. RAILWAY TRAFFIC BETWEEN LITHUANIA AND POLAND (RAILWAY SECTOR LANDWAROW-KAISADORYS).

In this case the Court is composed as follows: M. Adatci, President (Japan), Baron Rolin-Jacquemyns (Belgium), Count Rostworowski

(Poland), M. de Bustamante (Cuba), M. Fromageot (France), M. Altamira (Spain), M. Anzilotti (Italy), M. Urrutia (Colombia), Sir Cecil Hurst (Great Britain), M. Schücking (Germany), M. Negulesco (Roumania), M. Wang (China) M. Stasinskas (Lithuania—Judge *ad hoc*).

M. Guerrero (Salvador) and M. van Eysinga (Netherlands) gave up their seats on the Court for this case in view of their previous activities within the League.

For reasons of health, Mr. Kellogg (United States) was compelled to absent himself (for this case only).

The hearings began on September 16th. On that day M. Silvain Dreyfus, Chairman of the League Transit Committee, which, on receipt of the communication provided for by Article 73, No.1, para. 2 of the Rules of Court\* had deputed its President to represent it before the Court, set forth the views of the Committee. In the course of the hearings held on September 17th, 18th, 19th, 21st and 22nd, the question was argued before the Court by M. Sidzikauskas and M. Mandelstam, on behalf of the Lithuanian Government, and by M. Mrozowski, on behalf of the Polish Government.

On September 22nd, the President, reserving the Court's right to call for any further information which it might require, declared the hearings at an end.

The Court then withdrew to begin its deliberations.

### 3. LEGAL STATUS OF CERTAIN PARTS OF EASTERN GREENLAND.

The Danish Government has appointed as its Agents, in place of the Agent previously appointed for the time being,\* M. Harald Scavinius, Danish Minister at The Hague, and M. K. Steglich-Petersen, advocate before the Supreme Court of Denmark.

### 4. DEATH OF M. NYHOLM.

On September 1st, 1931, the Prime Minister of Denmark informed the President of the Court of the death of M. Nyholm, a former Member of the Court. M. Nyholm's term of office expired on December 31st, 1930.

### 5. APPOINTMENT OF A MEMBER OF THE HUNGARO-YUGOSLAV MIXED ARBITRAL TRIBUNAL.†

On September 9th, M. G. van Slooten, President of the Hungaro-Yugoslav Mixed Arbitral Tribunal, wrote to the President of the Court requesting him to bring before the Court the question of the appointment of a successor to M. Nyholm, who had been a Member of that Tribunal. The President replied to M. van Slooten to the effect that, in his opinion, the Court would probably undertake the task of appointing a successor to the late M. Nyholm as a member of the Tribunal in question, if it received a request to that effect from the two Governments concerned.

On September 15th, 1931, the Hungarian Government requested the Court, under Article 9 of Agreement No. 11, concluded at Paris on April 28th, 1930, to proceed to appoint a successor to M. Nyholm upon the said Arbitral Tribunal.

### 6. OPTIONAL CLAUSE.

On September 7th the Italian Foreign Minister deposited with the League Secretariat the instrument of Italy's accession to the Optional Clause of the Court Statute.

### 7. COMMUNICATION OF TREATIES.

Since July 1st, 1931, the following treaties and agreements have been filed with the Registry :

Date of Filing.	Nature of Instrument.	Date of Signature.	Signatories.
August 15th, 1931 ..	Treaty of Conciliation and Arbitration.	13.8.1930	Hungary and Lithuania.
August 27th, 1931 ..	Convention of Commerce and Navigation.	11.8.1931	Finland and Estonia.
September 7th, 1931..	Commercial Convention ..	3.6.1930	Hungary and Greece.

\* See Monthly Summary, 1931, Vol. XI., No. 7, page 281.

† See Monthly Summary, Vol. XI., No. 5, page 222.



## Annex I

### RESOLUTIONS OF THE ASSEMBLY.

#### I. Arbitration, Security, Reduction of Armaments.

##### 1. ARMAMENTS TRUCE: INFORMATION ON THE POSITION OF ARMAMENTS IN VARIOUS COUNTRIES

Convinced that the crisis which at the present time is creating such profound disturbance among the nations of the world is due to a number of economic and political causes originating principally in the lack of mutual confidence between the nations, and

Convinced that a renewal of the competition in armaments would necessarily lead to an international and social catastrophe:

The Assembly addresses a solemn appeal to all those who are desirous that practical effect should be given to the principles of peace and justice upon which the Covenant is based and urges them to devote all their efforts towards creating a world opinion strong enough to enable the General Disarmament Conference to achieve positive results, including in particular a gradual reduction of armaments to be continued until such time as the object laid down in Article 8 of the Covenant is attained.

In view of the fact that an undertaking on the part of all States not to increase their armaments would help to create an atmosphere of confidence, to prevent competition in armaments and to prepare the ground for the success of the forthcoming Conference:

The Assembly,

Requests the Governments invited to the Disarmament Conference to prepare for this event by means of an armaments truce and, accordingly,

Requests the Council to urge the Governments convened to the said Conference to give proof of their earnest desire for the successful issue of the efforts to ensure and organize peace and, without prejudging the decisions of the Conference or the programmes or proposals submitted to it by each Government, to refrain from any measure involving an increase in their armaments

Likewise requests the Council to ask the Governments to state before November 1st, 1931, whether they are prepared for a period of one year as from that date to accept this truce in armaments

The Assembly,

Noting that of the sixty-three Governments invited to participate in the Disarmament Conference, twenty-five have up to the present communicated information on the position of their armaments in conformity with the recommendation made by the Council at its January and May sessions:

Requests the Council to invite the Governments which have not yet transmitted their replies to the circular letters from the Secretary-General dated February 17th and June 13th, 1931, on the position of their armaments, to do so as soon as possible and in any case before November 1st, 1931, in order to enable the Secretariat to provide the Disarmament Conference with adequate documentation

##### 2. PARTICIPATION IN THE WORK OF THE THIRD COMMITTEE OF STATES NOT REPRESENTED IN THE ASSEMBLY.

The Assembly,

Having taken note of the request formulated by the Third Committee to the effect that the States not represented at the Assembly which participated in the work of the Preparatory Disarmament Commission, together with the States invited to the General Disarmament Conference, should be requested to participate in an advisory capacity in its discussions on the draft resolution concerning an armaments truce;

Notes that the President of the Assembly, having regard to the urgency of the matter and in view of the decision of the Third Committee, and especially of the unanimity of that decision, can, in agreement with the General Committee, take a decision in the matter without further procedure;

Considers that steps should be taken to carry the Third Committee's proposal into effect;

Requests the President of the Assembly to take the necessary steps with a view to giving immediate effect to the present decision and to inform the Assembly of his action in the matter at its next plenary meeting.

##### 3. GENERAL CONVENTION TO IMPROVE THE MEANS OF PREVENTING WAR.\*

The Assembly,

(1) Taking note of the report submitted to it on behalf of the Third Committee;

(2) Thanking the Special Committee for the admirable work it has done towards the framing of the draft general Convention to Improve the Means of preventing War;

\* For text of Convention, see Annex II, page 276.



(3) Approves the text of the said Convention which has been drawn up by the Third Committee ;

(4) Decides to open the Convention for signature by the States Members of the League and by those non-member States to which the Council of the League shall have communicated a copy of the Convention for that purpose ;

(5) Earnestly trusts that a large number of States will sign the Convention before the opening of the forthcoming General Disarmament Conference ; and

(6) Requests the Council to make the necessary arrangements in good time for the preparation of the rules referred to in the last paragraph of Article 4, in order that, should circumstances so dictate, the Convention may be put into effect immediately upon its entry into force.

#### 4. CO-OPERATION OF WOMEN IN THE ORGANISATION OF PEACE.

The Assembly,

Convinced of the great value of the contribution of women to the work of peace and the good understanding between the nations, which is the principal aim of the League of Nations,

Requests the Council to examine the possibility of women co-operating more fully in the work of the League.

#### 5. CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE.

The Assembly,

Considering that the organisation of peace demands an international spirit freed from all prejudices and misconceptions,

Convinced of the necessity of ensuring that press information shall be as impartial and complete as possible,

Requests the Council to consider the possibility of studying, with the help of the press, the difficult problem of the spread of false information which may threaten to disturb the peace or the good understanding between nations.

## II. Commission of Inquiry for European Union.

1. The Assembly notes with satisfaction the results of the work done by the Commission of Inquiry for European Union ;

It approves the report of the Commission of Inquiry regarding its constitution, organisation and methods of work ;

It requests the Commission to pursue the work undertaken in conformity with the principles laid down in the Resolution of September 17th, 1930 ;

It recommends it to have recourse whenever possible to the technical organs of the League of Nations and to refer to the League the settlement of any problems which it thinks capable of solution on a world scale ;

It requests the Commission to submit a report on its further work to the next session of the Assembly.

2. The Assembly approves the proposal of the Commission for European Union that it should itself set up a special Committee to study a Pact of Economic Non-aggression.

The Assembly decides that the following States shall be invited to take part in the work of this special committee on an equal footing with the members which the Commission of Inquiry may appoint :

Australia,	India,
Canada,	Japan,
Chile,	Uruguay.
China,	

The Council is requested to invite the Government of the United States of America also to send a representative to the special committee if that Government considers it desirable.

## III. Legal and Constitutional Questions.

### 1. ADMISSION OF MEXICO TO THE LEAGUE.

#### I.

The Assembly,

Considering that Mexico is not mentioned in the Annex to the Covenant enumerating the countries invited to accede thereto ;

Considering that the League should now in all justice repair this omission which is wholly contrary to its true spirit ;

Decides that Mexico be invited to accede to the Covenant and to lend its valuable support to the League as though it had been invited from the outset.

Asks the Secretary-General to give effect to the present decision.

## II.

The Assembly,

Having by its resolution of September 8th, 1931, considered as an omission which should in justice be repaired, the fact that Mexico is not mentioned in the Annex of the Covenant enumerating the countries invited to accede thereto ;

Having unanimously decided to repair that omission and therefore to invite Mexico to accede to the Covenant and to lend its valuable support to the League as though it had been invited from the outset ;

Having by this exceptional invitation—which must not be regarded as establishing a precedent—formally indicated that it accepts as having been fulfilled from the outset in the case of Mexico the conditions governing the entry of States into the League as set forth in Article 1 of the Covenant ;

Noting the reply of the Government of Mexico dated September 10th, 1931, by which it agrees without reservation to enter the League on the terms announced ;

Declares Mexico to have become a Member of the League of Nations and invites the representatives of Mexico to take part as soon as possible in the work of the present session of the Assembly.

### 2. AMENDMENT OF THE COVENANT OF THE LEAGUE OF NATIONS IN ORDER TO BRING IT INTO HARMONY WITH THE PACT OF PARIS.

The Assembly,

Taking note of the report approved by the First Committee :

Reaffirms its intention of continuing the task of inserting in the Covenant of the League of Nations a general prohibition of recourse to war and the principle that the settlement of international disputes may only be sought by pacific methods ;

Decides to create a committee consisting of representatives of all the Members of the League of Nations which may meet during the Conference for the Reduction of Armaments for the purpose of seeking unanimous agreement on the bases indicated in the report and of drawing up a final text which may be voted by the Assembly at its next session ;

Requests the Council to convene the Committee for the date which it considers appropriate ;

Requests the Secretary-General to transmit the present resolution and the report to the Members of the League of Nations, in order that, if they consider it necessary, they may send to the Council their views as to the lines on which they think agreement could be attained.

### 3. APPOINTMENT OF A SPECIAL COMMITTEE TO STUDY THE EXISTING SYSTEM OF ELECTIONS TO THE COUNCIL.

The Assembly requests the Council to appoint a special committee to study the existing system of elections to the Council and to report to a future session of the Assembly on any reforms which may appear desirable.

### 4. SITUATION AS REGARDS THE ENTRY INTO FORCE OF THE PROTOCOL OF SEPTEMBER 14TH, 1929, CONCERNING THE REVISION OF THE STATUTE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

The Assembly,

Notes with satisfaction that the Protocol of September 14th, 1929, concerning the Revision of the Statute of the Permanent Court of International Justice has now obtained almost all the ratifications necessary to bring it into force ;

Notes, however, that the ratification of Cuba is subject to a reservation which other States that have ratified the Protocol have not felt able to accept ;

Considers that a reservation can only be made at the moment of ratification if all the other signatory States agree or if such a reservation has been provided for in the text of the Convention ;

Takes note that the Cuban Government has, through its first delegate, declared that it contemplates the withdrawal of the said reservation, and expresses its thanks to the Cuban Government for the spirit of conciliation which it has shown in the matter ;

Reaffirms the hope which it expressed at its last session that the States which have not so far ratified the Protocol will proceed to do so as soon as possible ; and

Instructions the Secretary-General to present to the Assembly for consideration at its next session, a statement showing the ratifications received by the Protocol of September 14th, 1929.

### 5. PROPOSAL OF THE GOVERNMENT OF FINLAND TO CONFER ON THE PERMANENT COURT OF INTERNATIONAL JUSTICE JURISDICTION AS A TRIBUNAL OF APPEAL IN RESPECT OF ARBITRAL TRIBUNALS ESTABLISHED BY STATES.

The Assembly :

Noting the report of the Committee set up by the Council to study the Finnish proposal to

confer on the Permanent Court of International Justice jurisdiction as a tribunal of appeal in respect of arbitral tribunals established by States ;

Noting also the report of the Sub-Committee of the First Committee, and

Thanking both Committees for their valuable work :

Notes that thorough discussion of the question in the First Committee has shown that it presents many aspects on which sufficient light has not yet been thrown, and

Decides to adjourn the question for examination at a later session.

#### 6. PROGRESSIVE CODIFICATION OF INTERNATIONAL LAW.

The Assembly recalls that the resolution of September 22nd, 1924, emphasised the progressive character of the codification of international law which should be undertaken, and, in view of the recommendations of the First Conference for the Codification of International Law held at The Hague in 1930, it decides to continue the work of codification with the object of drawing up conventions which will place the relations of States on a legal and secure basis without jeopardising the customary international law which should result progressively from the practice of States and the development of international jurisprudence. To this end, the Assembly decides to establish the following procedure for the future, except in so far as, in particular cases, special resolutions provide to the contrary.

1. Any State or group of States, whether Members of the League or not, may propose to the Assembly a subject or subjects with respect to which codification by international conventions should be undertaken. Such proposals, together with a memorandum containing the necessary explanatory matter, should be sent, before March 1st, to the Secretary-General, in order that he may communicate them to Governments and insert them in the agenda of the Assembly.

2. Any such proposals will be considered by the Assembly, which will decide whether the subjects proposed appear *prima facie* suitable for codification.

3. If the investigation of a proposed subject is approved by the Assembly and if no existing organ of the League is competent to deal with it, the Assembly will request the Council to set up a committee of experts, which will be asked with the assistance of the Secretary-General of the League of Nations to make the necessary inquiries and to prepare a draft convention on the subject, to be reported to the Council with an explanatory statement.

4. The Council will transmit such report to the Assembly, which will then decide whether the subject is provisionally to be retained as a subject for codification. If this is decided affirmatively, the Assembly will ask the Secretary-General to transmit the said report to the Governments of the Members of the League and non-member States for their comments.

5. The committee of experts, if it considers it desirable to do so, will revise the draft in the light of the comments made by the Governments.

If the committee of experts revises the draft, the revised draft will be submitted to the Governments for their comments, and, together with the comments received, will be transmitted to the Assembly, which will then decide finally whether any further action should be taken in the matter and, if so, if the draft should be submitted to a codification conference.

If the committee does not see any reason to revise the draft, it will be transmitted, together with the comments of the Governments, to the Assembly, which will then decide finally whether any further action should be taken and, if so, if the draft should be submitted to a codification conference.

The Assembly recommends :

(1) That, in relation with the further work in connection with the codification of international law, the international and national scientific institutes should collaborate in the work undertaken by the League of Nations ;

(2) That the work of codification undertaken by the League of Nations should be carried on in concert with the conferences of the American States.

#### 7. GENERAL CONVENTIONS NEGOTIATED UNDER THE AUSPICES OF THE LEAGUE.

The Assembly adopts the amended text set out below, which will be substituted for the text adopted in 1930 :

That, in the case of all general conventions to be negotiated under the auspices of the League of Nations, the following preparatory procedure should, in principle, be followed, except in the cases where previous conventions or arrangements have established a special procedure or where, owing to the nature of the questions to be treated or to special circumstances, the Assembly or the Council consider other methods to be more appropriate :

1. Where an organ of the League of Nations recommends the conclusion of a general convention on any matter, it shall prepare a memorandum explaining the objects which it is desired to achieve by the conclusion of the convention and the benefits which result therefrom. Such memorandum shall be submitted to the Council of the League of Nations.

2. If the Council approves the proposal in principle, a first draft convention shall be prepared and communicated, together with the explanatory memorandum, to Govern-

ments, with the request that, if they feel that the draft should be taken into consideration, they shall inform the Secretary-General of their views, both with regard to the main objects or the suggested means of attaining them, and also with regard to the draft convention. In some cases, it may be desirable to annex a specific questionnaire.

3. The draft convention and the observations of Governments (together with the answers to the questionnaire, if any) shall be communicated to the Assembly, and the Assembly shall then decide whether the subject appears *prima facie* suitable for the conclusion of a convention.

4. If the Assembly considers the subject *prima facie* suitable for the conclusion of a convention, the Council shall arrange for the preparation of a draft convention in the light of the replies received from Governments, and the new draft convention (together with the replies of other Governments) shall be transmitted to each Government with a request for their opinion on the provisions of the draft and any observations on the above-mentioned replies of the other Governments.

5. In the light of the results of this second consultation of the Governments, the Assembly shall decide whether a convention should be concluded and, if so, whether the draft should be submitted to a conference, the date of which it will request the Council to fix.

6. The Council, in fixing the date for the convocation of a conference, shall endeavour, as far as possible, to avoid two League of Nations conferences being held simultaneously, and to ensure the lapse of a reasonable interval between two conferences.

7. The procedure set out in the preceding paragraphs will be followed, as far as possible, in the case of draft conventions the desirability of which is recognised by a decision of the Assembly either on its own initiative or as the result of a proposal by a Government. In these cases, the Council will instruct either the Secretariat or some other organ of the League or specially selected experts to prepare the above-mentioned report, which shall subsequently be submitted to the Council.

#### 8. NATIONALITY OF WOMEN.

The Assembly,

Having examined with the greatest interest the report of the Secretary-General on the question of the nationality of women, presented in accordance with the resolution of the Council of January 24th, 1935, and the report and proposals of the Committee of Representatives of Women's International Organisations which are annexed thereto;

Notes the desire of the said Committee that steps should be taken to bring about the reconsideration of the Hague Nationality Convention, bearing in mind the principle of equality between men and women;

Thanks the Committee of Representatives of Women's International Organisations for its report; and

Requests the Council, in harmony with the recommendation No. VI of the Conference for the Codification of International Law held at the Hague, March-April, 1930, to transmit to all Governments the report of the Secretary-General on the question of the nationality of women, including the report of the Committee of Representatives of Women's International Organisations, and the letter of the International Union of Leagues of Catholic Women of August 10th, 1935, together with the Minutes of the First Committee of the Assembly on this subject, and to request Governments to submit their observations on this subject (including their views regarding the Hague Nationality Convention) for reconsideration of the matter by the thirteenth Assembly, to which any observations which the above-mentioned Committee thinks fit to present will be communicated.

### IV. The Technical Organisations.

#### 1. WORK OF THE HEALTH ORGANISATION.

The Assembly,

Having noted the reports on the work of the Health Organisation of the League of Nations since the last session;

Recognises with satisfaction the value of the methods of international co-operation employed by this Organisation;

Notes with satisfaction that the experience acquired by the Health Organisation is being made available to the States Members of the League to an ever-increasing extent;

Expresses the hope that steps will be taken to give the widest and most rapid distribution to the information collected by the Health Organisation concerning the practical and scientific health work, carried out in the different countries, which is of international interest;

Views with interest the work accomplished on rural hygiene, and hopes that the task undertaken in this field will be extended so that the rural populations of all countries may benefit in the near future;

Approves the work carried out by the Health Organisation since the last session of the Assembly ;  
And congratulates that Organisation on the results obtained, which give fresh proof of the concentration of its efforts on definite tasks, and the universality of its work.

## 2. FLOOD RELIEF AND EPIDEMIC DISEASE CONTROL IN CHINA.

### I.

The Assembly,

Having heard with the deepest sorrow the account of the terrible disasters that have overtaken certain provinces of China,

Appeals to all men and women of goodwill throughout the world to show by action their sympathy for those who are the victims of this appalling catastrophe.

### II.

The Assembly,

Regarding the danger of the spread of epidemics and the loss of life as a result of the terrible disaster in the Yangtse valley, both as a humanitarian problem of the first magnitude and a matter of international concern,

Recalling the assistance rendered in similar circumstances by the Health Organisation through its Epidemic Commission in Poland and Greece in 1921 and 1923 ;

Convinced of the need to show clearly and concretely the sympathy of humanity for the victims of this appalling catastrophe ;

Invites all the Members of the League of Nations and Non-member States and particularly those in close contact with the Far East, to respond, so far as is in their power, to any request that may be made to take all possible measures for relief in the flooded areas of China, in co-operation with the League of Nations ;

Requests the Council to take the necessary steps to render the international co-operation effective.

## 3. ECONOMIC WORK OF THE LEAGUE.

### 1. The Assembly,

Recognising that the normal exchange of commodities between the nations is seriously hampered by frequent changes in Customs tariffs and, generally, by instability in commercial policy ;

Considering the statement made by the Sub-Committee of Economic Experts to the Commission of Inquiry for European Union to the effect that the increasing disparity of tariffs greatly complicates the task of maintaining stability in the monetary and credit system of the world :

Earnestly hopes that every country will try to the utmost possible extent to avoid any such change in tariff or commercial policy as would tend to suspend commercial agreements or to increase the economic disequilibrium and further disturb the general balance of payments. It also recommends that such agreements, where they do not exist, should be concluded on as liberal a basis as possible.

### 2. The Assembly,

Having noted the resolutions Nos. I and III to VI adopted by the Commission of Inquiry for European Union as a consequence of the report of its Co-ordination Sub-Committee ;

Being informed that the Commission of Inquiry did not feel able to put these resolutions into effect until they had been submitted to the Assembly ;

Approves these resolutions and requests the Council to take the necessary action to put them into effect.

In particular, as regards the report of the Sub-Committee of Economic Experts the Assembly,

(a) Considering that closer economic co-operation is one of the essential conditions for relieving and overcoming the present economic crisis ;

Considering that the *report of the Sub-Committee of Economic Experts* suggests methods for attaining this object ;

Recognising that the seriousness of the crisis and the distress that the coming months will bring require a speedier application of all useful remedial measures :

Notes the resolution of the Commission of Inquiry for European Union inviting the European Governments to present, if possible before January 1st, 1932, their observations on the said report ; it recommends the report to the attention of all the Governments ;

(b) Having noted the resolution adopted by the Commission of Inquiry for European Union regarding the appointment of a special committee to study the *extension of a system of special facilities to agricultural products other than cereals* ;

Considering that such extension would raise difficult questions of principle, in particular as regards the relations between such a system and the most-favoured-nation clause ;

Deems it desirable that the findings of the special committee referred to above should be examined by the Economic Committee before being submitted to the Commission of Inquiry for European Union.

### 3. The Assembly,

Considering that among the means likely to contribute to better organisation of production, the World Economic Conference, and more recently the Sub-Committee of Economic Experts, have expressed the opinion that, under certain conditions and guarantees, the development of *international economic agreements* may exercise a beneficial influence on the organisation of production and the regulation of trade;

Draws the attention of the Governments to the recommendations of the economic experts in this connection.

It requests, in particular, the Governments and the League of Nations to devote their attention to studying the means of ensuring that international economic agreements should be organised and operated in the general interest and with due regard to all interests concerned in accordance with the recommendations of the economic experts and the relevant chapter in the report of the World Economic Conference.

It draws special attention to the necessity of measures to ensure as wide publicity as possible for these agreements, making it possible to follow their activities so as to safeguard all legitimate interests particularly those of consumers, whether countries or persons.

It further requests the Economic Committee of the League of Nations to resume and push forward its consultations concerning the most important branches of production.

### 4. The Assembly,

Seeing that, among the measures of international solidarity calculated to mitigate the effects of the economic depression and to assist the resumption of activity which would benefit the workers of all countries, consideration should be given to the execution of important *public works* jointly undertaken by public or private groups on European or extra-European territory;

Seeing, further, that the problem has already been approached by the Commission of Inquiry for European Union and has been laid before the competent organs of the League of Nations;

In order to expedite the examination of these programmes, to co-ordinate them on an international scale, to hasten their putting into effect and to follow their execution;

Invites the Council of the League of Nations to instruct the Committee of Inquiry set up by the Communications and Transit Organisation, to which should be added representatives of the International Labour Office and possibly of the economic and financial organs of the League, to undertake these various tasks.

This Committee will examine the concrete proposals of the various Governments, particularly from the point of view of the utility and productivity of the works proposed.

It will report to the Council of the League of Nations. The Commission of Inquiry for European Union will be called on to give its opinion on the proposals relating to Europe.

5. The Assembly notes with satisfaction that the draft *unified Customs nomenclature* prepared, after an urgent request from the Assembly, by the Sub-Committee of Experts appointed for the purpose has now been completed.

It considers that the adoption of an agreement to utilise a uniform Customs nomenclature would facilitate the development of international economic relations.

Considering that the great advantages resulting from the adoption of such a common instrument will generally compensate for the difficulties of adjustment which its adoption may entail, it agrees with the procedure suggested by the Economic Committee and the Sub-Committee of Experts and approved by the Council.

It therefore earnestly appeals to all Members and to the States non-members of the League of Nations to which the draft unified Customs nomenclature will shortly be submitted to examine the draft without delay, so that they may be in a position to forward their replies to the Secretariat as soon as possible.

6. The Assembly notes with satisfaction the valuable results of the two International Conferences for the *Unification of Laws on Bills of Exchange, Promissory Notes and Cheques*, and strongly urges the Governments of the States concerned to take steps to ensure that the instruments of ratification of these Conventions shall be deposited as soon as possible, and in any case before the expiry of the time-limits provided.

### 7. The Assembly,

Considering that it would be desirable to associate with the work of the League of Nations institutions (*National Economic Councils*) representing the most important economic and social elements in certain States;

Considering that institutions of this nature already exist—although with different methods and with different powers—in a number of countries, especially in Europe;

Convinced of the desirability of utilising these institutions as much as possible in the work of improving international economic relations;

Requests the Council to seek the most appropriate means of providing for the co-operation of National Economic Councils in the work of the League of Nations.

## 4. OPENING OF A CONVENTION FOR THE REGULATION OF WHALING.\*

The Assembly,

Convinced of the importance and urgency of regulating whaling by means of an international agreement prohibiting the taking or killing of certain kinds of whales which have become extremely rare and of making the fullest possible use of the animals the catching of which is still permitted;

In view of the fact that the attached Convention differs from that communicated to the Members of the League and non-member States by Circular Letter No. 158, of July 3rd, 1930, only as regards certain minor points of drafting, and that no substantial changes have been introduced therein:

Decides to open the said Convention immediately for the signature of Members of the League and non-member States, and expresses the hope that the largest possible number of States will accede thereto without delay.

## 5. FINANCIAL WORK OF THE LEAGUE.

The Assembly,

(1) At this grave moment of financial and economic anxiety, urges on all Governments to do everything that lies in their power to promote international understanding and make possible the revival on a normal basis of national and international investment.

(2) It welcomes the decision of the Council laying down the conditions on which the Financial Committee should be prepared to consider applications from States which are desirous to obtain the assistance of the League, and requests the Council to follow closely the evolution of events and to take all measures necessary to ensure that, at any moment, the decisions demanded by the situation may be taken without delay, and that the League of Nations may be in a position to render such service as may be demanded of it; and, in particular, to provide that the Financial Organisation of the League of Nations obtains the funds and the technical assistance necessary to permit it to afford to all States Members prompt and effective assistance whenever such assistance be sought, whether by means of delegations or advice or by any other means.

(3) In view of the fact that the Commission of Inquiry for European Union and its Sub-Committee of Economic Experts have given favourable consideration to M. Francqui's proposal to establish an institution for long- and medium-term credits, it requests the Council of the League of Nations to instruct the competent organs of the League to examine, as soon as possible, with the assistance especially of M. Francqui, the proposal submitted by the latter to the Sub-Committee of Economic Experts, and, in the event of any practical scheme being recommended under the auspices of the League, to ensure that it will be open for all countries to participate on an equal footing.

(4) It expresses its appreciation of the valuable work carried out during the past year by the Financial Committee and its special Delegations on Gold and Agricultural Credits and by the Fiscal Committee and by the Financial Organisation as a whole, and notes with special satisfaction the Convention for setting up an International Agricultural Mortgage Credit Company, the recent response to the request submitted by the Austrian and Hungarian Governments for enquiries into their financial situation, the second interim report of the Gold Delegation and the study which has been published on the course and phases of the economic depression.

It urges all Governments of signatory States to accelerate their ratification of the Convention establishing the International Agricultural Mortgage Credit Company, and hopes that those others who, under the terms of the Convention, are enabled to deposit their signatures before September 30th will do so.

(5) It approves the proposal that, in order to co-ordinate the work now being conducted on the problem of the recurrence of periods of economic depression, the League should convene meetings of experts and representatives of those economic councils, research institutes and other organisations that are actively engaged on this question, and should appoint a qualified economist and adequate staff for this purpose, and decides that this work shall be begun either before or in the year 1933.

## 6. WORK OF THE TRANSIT ORGANISATION.

The Assembly,

Takes note of the work undertaken by the Organisation for Communications and Transit since the last Assembly and, in particular, of the success achieved by the Conference for the Unification of Buoyage and Lighting of Coasts, the Conference for the Unification of River Law and the Conference on Road Traffic;

Expresses its confidence that the Organisation will do its utmost to secure the entire success of the co-operation established with the National Government of China for the study of questions of public works in which its assistance has been requested;

Likewise expresses its confidence that the Transit Organisation will endeavour to take suitable steps to comply with requests for advice in respect of public works which it may receive from the various Governments; such as the requests for advice referred to in the report of the Commission of Inquiry for European Union.

\* For text, see Annex III., page 278.

## V. Work of the International Committee on Intellectual Co-operation.

The Assembly,

Having noted the reports of the International Committee on Intellectual Co-operation and of the Governing Body of the International Institute of Intellectual Co-operation;

Noting with great satisfaction the results achieved during the year by the Intellectual Co-operation Organisation as a whole, and expressing its gratification that the reorganisation effected last year has made it possible to carry on, in the most effective way possible the international work of liaison and co-ordination which in the intellectual sphere appears essential to the future of the League of Nations;

## I.

(1) Approves the work undertaken in the different branches of intellectual activity and the programme of work drawn up for the coming year.

(2) Recognises the existence of the Intellectual Co-operation Organisation, comprising the International Committee on Intellectual Co-operation which is the advisory body of the League of Nations; the commissions and committees dependent on it; the International Institute of Intellectual Co-operation, its executive organ, and the International Educational Cinematographic Institute, these two institutes having been placed at the League's disposal under the conditions laid down in their respective statutes; and the National Committees on Intellectual Co-operation, whose representatives may be called upon to meet occasionally in conference on the proposal of the International Committee on Intellectual Co-operation;

(3) Is glad that special importance is being attached to education and that a plan has been drawn up by the International Committee on Intellectual Co-operation for promoting international co-operation in this respect and for spreading still further among the young a knowledge of the League of Nations and mutual understanding among the peoples;

(4) Expresses its satisfaction at the measures proposed to ensure regular co-operation between the official institutions dealing with the protection of intellectual rights;

(5) Has noted with satisfaction the new work undertaken to ensure an objective and disinterested study of the major international problems through the institutes engaged in the scientific study of International relations, and of the programme drawn up by the Committee of Arts and Letters for the League of Nations to assist, by arranging for regular intellectual exchanges in the international sphere, in defending the interest of culture and civilisation;

(6) Approves the steps taken by the Committee in response to the Chinese Government's request and anticipates the most happy results from this co-operation;

(7) Approves the summoning of a meeting of the National Committees on Intellectual Co-operation in 1934.

## II.

(1) Draws the attention of the States Members of the League of Nations to the experiments being made by a certain number of countries with regard to the use of broadcasting as a means of education;

(2) Approves the step taken by the Committee on Intellectual Co-operation in asking the Institute to undertake an inquiry, in co-operation with the other competent organisations, into the educational aspects of broadcasting and recommends that this inquiry should cover all the international questions raised by the use of broadcasting in regard to good international relations;

(3) Asks the States Members of the League to encourage the use of broadcasting to create better mutual understanding, to secure a more thorough comprehension of the international character of a large number of urgent problems, in permit of a more complete appreciation of the task of the League of Nations and of the aims which it has before it and requests the International Institute of Intellectual Co-operation to get into touch for that purpose with the principal national and international broadcasting organisations.

## III.

Drawing the attention of the States Members of the League of Nations to the initiative taken by the City of Berne and the invitation addressed to them by the Federal Government to participate in the Exhibition of Popular Arts in 1934;

Having regard to the Council's resolution of September 2nd, 1927, and the Assembly's resolution of the 22nd of the same month;

Urges the Members of the League of Nations to associate themselves with this great international manifestation and to take suitable steps for this purpose.

The Assembly,

Having noted the report of the Governing Body of the International Educational Cinematographic Institute;

Expresses its gratification at the results achieved;

Is happy to note the progress of the preparatory work for the Conference for the abolition of Customs barriers for educational films;

Expresses its satisfaction at the gratifying development of the *International Review of Educational Cinematography*.



## VII. Mandates.

The Assembly,

Having taken note of the work accomplished by the Mandatory Powers, the Permanent Mandates Commission and the Council in regard to the execution of Article 22 of the Covenant ;

(a) Renews the expression of confidence in them voted by the past sessions of the Assembly and again congratulates them on what has been achieved through co-operation between them ;

(b) Expresses its gratification at the constructive and particularly useful work which the Council has just performed with the help of the Permanent Mandates Commission in determining the criterion to be applied when it is proposed to bring to an end the mandate regime in respect of a country placed under that regime ;

(c) Specially notes in the Council's resolution on this question the importance attached to the maintenance of the principle of economic equality and to guarantees for the effective protection of racial, linguistic and religious minorities.

(d) Expresses the hope, as in previous year, that through the prosecution of the joint efforts of the Mandatory Powers, the Council and the Permanent Mandates Commission, the mandatory system may continue to ensure the achievement of the ideal of civilisation proclaimed in Article 22 of the Covenant.

## IX. Social and Humanitarian Questions.

### I. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

#### I.

The Assembly,

Taking note of the wish of certain Governments that a conference should meet in the near future to consider the possibility of limiting and controlling the cultivation of the opium-poppy and the cultivation and harvesting of the coca-leaf ; and

Taking note also of the decision reached by the Council at its sixty-second session, in January, 1931, to ask the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs to consider the possibility of summoning a conference of the Governments concerned and to report to the Council on the subject :

Asks the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs and the competent Sections of the Secretariat of the League of Nations to undertake, as soon as possible, the collection of all material that may serve as a basis for the discussions of a Conference on the Limitation of the Production of Opium and the cultivation and harvesting of the coca-leaf, and for that purpose to send a questionnaire to the Governments Members and non-members of the League.

#### II.

The Assembly,

Recalling the recommendation adopted by the tenth Assembly instructing the Secretariat to draw up a list of the laws and regulations at present in force in the different countries on the traffic in opium and other dangerous drugs with a view to the preparation of a compilation or analysis of this legislation ;

Observing that the performance of this task has had to be delayed owing to the necessity of preparing for the work of the Conference on Limitation :

Expresses the wish that the Secretariat, within the limits of the funds at its disposal, should undertake the preparation of this compilation of laws with a view to publishing it as soon as possible after the entry into force of the Convention for limiting the manufacture and regulating the distribution of narcotics, and that this compilation should embrace all laws or regulations concerning the supervision of the manufacture of and trade in narcotics and the measures taken to combat the drug habit.

The Assembly adopts the report of the Fifth Committee and the resolutions contained therein.

### 2. TRAFFIC IN WOMEN AND CHILDREN.

The Assembly,

1. Having taken note of the Report of the Traffic in Women and Children Committee, welcomes the new accessions to the 1921 Convention for the Suppression of the Traffic in Women and Children, and expresses the hope that further ratifications will be registered in 1932 ;

2. Considers that the studies already made on the part played by *souteneurs* in this traffic show the need for further consideration of this subject.

3. Recommends that the Traffic in Women and Children Committee should consider the possibility of ascertaining, with special reference to the recurrent conviction of habitual offenders, the results of the penalties on *souteneurs*, as defined in Article 1 of the Additional Draft Protocol of the International Convention of 1921 for the suppression of Traffic in Women and Children ;

4. Commends to the attention of States Members of the League the Draft protocol supplementing the 1921 Convention, submitted for their approval ;

5. Thanks the Traffic in Women and Children Committee for its work and invites it to continue its efforts to suppress this infamous trade especially at this time, when unemployment and economic distress afford special opportunities for the activities of its agents.

## 3. CHILD WELFARE.

## 1. The Assembly,

In view of the special importance during the present crisis of the treatment and prevention of juvenile delinquency,

Decides to make an urgent recommendation to the delegates of the countries which have not yet established special juvenile courts to press for this reform and for the association of women therewith to the fullest extent authorised by the national legislation.

2. The Assembly takes note of the Child Welfare Committee's report on the work of its seventh session, recommends that the Committee continue its work in conformity with the suggestions and decisions contained in that report, and expresses its satisfaction with the work done.

## 4. RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN AND TURKISH REFUGEES.

## The Assembly,

Recognises the endeavours made by the Governing Body of the Office to comply with the request of the eleventh Assembly to prepare a plan for the liquidation of the Office before the end of 1939, and notes that it has prepared a scheme which gives effect to the suggestion made by the Supervisory Commission that the budget of the Office should be reduced by approximately 10 per cent. per annum ;

Recommends the adoption of the plan of liquidation proposed by the Governing Body and of the Rules of Procedure and Financial and Staff Regulations of the Office.

With a view to facilitate the liquidation by the Office of its Staff :

Invites the Secretary-General of the League and the Director of the International Labour Office to accord, as far as possible, a preference to that Staff when vacancies occur in their respective organisations.

Requests the Governing Body of the Office, in its future reports to the Assembly, to give full information concerning the various aspects of the refugee problems and the measures taken and contemplated by the Office for their solution.

Having noted proposals made for the transfer to the Armenian (Erivan) Republic of some thousands of Armenian refugees, and bearing in mind the resolution on this subject adopted by the tenth Assembly :

Invites the Office to examine carefully the possibility of facilitating the transfer of such of those refugees who desire to proceed to the Armenian (Erivan) Republic, if it is satisfied that such transfer is in the best interests of the refugees.

Requests the Office to devote particular attention to the precarious situation of more than 100,000 Russian refugees in China, with a view to their settlement in employment in other countries.

Urges the interested Governments which have not already done so to put into full application the Nansen Stamp System ;

Invites the Governments to encourage and facilitate the creation in their territories of National Committees for the Nansen Memorial Fund.

Requests the Governing Body of the Office, in consultation with the Inter-Governmental Advisory Commission for Refugees, to consider the advisability of preparing a Convention to ensure the protection of the refugees on the liquidation of the Office.

Recommends that the Belgian Government be invited to nominate a delegate to the Inter-Governmental Advisory Commission for Refugees ;

Requests the Council to communicate to the Governments the recommendations adopted by the Inter-Governmental Advisory Commission for Refugees at its fourth session concerning certain facilities for the refugees.

## 5. SLAVERY.

## The Assembly,

Requests the Council to appoint for one year a small Committee of experts to examine the material upon slavery which has been supplied or transmitted by Governments since the signature of the Convention of 1926. This Committee will submit to the Council suggestions with a view to recommending to the next Assembly the measures of assistance which the League of Nations could render to those countries which have agreed to abolish slavery and which request such assistance.

## 6. PENAL AND PENITENTIARY QUESTIONS: IMPROVEMENTS IN PENAL ADMINISTRATION.

## The Assembly,

Having been invited by the Council in January, 1930, to consider the best way in which the League of Nations could co-operate with the International Penal and Penitentiary Commission and other organisations in their efforts to assist in the improvement of prisons in accordance with modern economic, social and health standards ;

Having noted the observations of the States Members and non-members of the League of Nations and of the organisations which have been consulted regarding the Standard Minimum Rules for the Treatment of Prisoners ;

Considering that, if the improvement of penal administration by co-operation between Governments is to receive the support of the League of Nations, the latter will need the advice and assistance of a body of experts ;

Considering, further, the importance of the efforts which have already been made, both by means of a number of international conventions, and by certain organs of the League of Nations and various institutions, to achieve a gradual unification of penal law and to establish co-operation of States in the prevention and suppression of crime :

Requests the Secretary-General :

(1) To refer to the International Penal and Penitentiary Commission the replies and observations received regarding the Standard Minimum Rules for the Treatment of Prisoners, and also the report and Minutes of the Fifth Committee, and to ask it to reconsider these rules in the light of the aforementioned replies and observations ;

(2) To develop the policy of co-operation with organisations dealing with the international aspect of penal and penitentiary problems ;

(3) To ask the International Labour Office to continue its study in connection with prison labour ;

(4) To forward the report and the Minutes of the Fifth Committee to the International Penal Law Association, the International Bureau for the Unification of Penal Law, the International Criminal Police Commission, the International Penal and Penitentiary Commission, the Howard League for Penal Reform, the International Law Association, the International Penal Law Union, and any other international organisations which may be proposed by the Governments to the Secretary-General, and to ask them in what manner they consider that the assistance of the League of Nations might be of value with a view to achieving a gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime ;

(5) After having received the observations of these organisations, to forward them, together with the report and Minutes of the Fifth Committee, to the States Members of the League, and to ask them whether they wish the League of Nations to lend its assistance also in regard to the questions referred to in No. 4.

(6) After having received the answer of the International Penal and Penitentiary Commission on the Standard Minimum Rules, to ask the Governments of States Members of the League whether they consider that the League could best assist in connection with the treatment of prisoners by co-operation with the International Penal and Penitentiary Commission, or by setting up a special Committee of the League to study this problem.

The Secretary-General is asked to submit a report to the next Assembly on all questions contained in this resolution.

## X. Financial and Other Questions.

### 1. ACCOUNTS, BUDGET, ETC.

1. The Assembly, in virtue of Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the twelfth financial period ending on December 31st, 1930.

2. The Assembly,

In virtue of Article 17 of the Regulations for the Financial Administration of the League of Nations,

Passes, for the financial period 1932, the general budget of the League of Nations—of the Secretariat and Special Organisations of the League, of the International Labour Organisation and of the Permanent Court of International Justice—amounting, including supplementary credits, to the total sum of 33,687,994 gold francs, including 3,500,000 francs for the International Disarmament Conference,

And decides that the aforesaid budget shall be published in the *Official Journal*.

3. The Assembly,

Profoundly distressed by the catastrophe which has occurred in Nicaragua and has totally destroyed its capital,

Decides to exempt that country from the payment of half its contribution to the budget for the financial year 1932 and to defer payment of the balance.

4. The Assembly adopted the conclusions of the various reports of the Supervisory Commission submitted for its consideration, except in regard to the request for credits put forward by the Sixth Committee for the establishment of a committee to examine the material relating to slavery, and in regard to the alteration in the definition of "locally recruited staff."

5. The Assembly appoints as members of the Supervisory Commission for the period ending on December 31st, 1934, Lord Meston of Agra and M. C. J. Hambro.

6. The Assembly,

Takes note of the first annual report of the Administrative Board of the Staff Pensions Fund ; and Adopts the following amendments to the Staff Pensions Regulations :

*Article 3, paragraph 1, to read as follows :*

"The execution of the present regulations and the management of the Pensions Fund shall be effected by an Administrative Board consisting of three members elected by the Assembly, a representative of the Secretary-General of the League of Nations, a representative of the Director of the International Labour Office, the Treasurer of the League of Nations, and three

members elected by secret ballot by the officials who are subject to the present regulations. Where questions directly affecting the officials of the Registry of the Permanent Court of International Justice are under consideration, a representative of the Registrar shall be added to the Board."

*Article 12, paragraph 4, to read as follows:*

"The Administrative Board shall decide in each particular case whether the benefits of the present article shall extend to adopted children, step-children or children not born in wedlock."

Decides that the contribution of the League of Nations to the Pensions Fund for 1932 shall be 9 per cent. of the salaries subject to deduction as defined in the Staff Pensions Regulations.

7. The Assembly,

Notes the resolutions of the Governing Body of the International Institute of Intellectual Co-operation requesting the admission of the staff of this Institute to the Staff Pensions Fund;

Further notes a similar request from the Governing Body of the Nansen International Office for Refugees; and

Decides to submit these two resolutions to the Administrative Board of the Staff Pensions Fund for examination and report to the Assembly at the latter's next session.

8. When proposals involving publications not immediately required for work already undertaken by the League are made by a League body, no final decision shall be taken until the Secretary-General has been consulted regarding the financial and administrative consequences of these proposals.

9. The Assembly adopts the conclusions of the Fourth Committee.

## 2. ALLOCATION OF EXPENSES.

The Assembly,

I. Approving the recommendation of the Allocation Committee:

Fixes at fourteen the number of units allocated to Mexico in the scale of apportionment of the League's expenditure.

II. Amending the decision taken on September 26th, 1928:

Requests the Council to ask the Allocation Committee not to submit its draft revised scale until the 1934 Assembly.

## 3. CONTRIBUTIONS IN ARREARS.

The Assembly,

Observes with regret that this year a greater number of States than before have not fulfilled their financial obligations towards the League;

Earnestly calls upon States which have received certain facilities for the liquidation of their arrears to fulfil the conditions of the respective arrangements;

Invites the other States which, for various reasons, still owe in respect of 1929 and 1930 to remit their contributions as soon as political or economic conditions permit;

Requests the Secretary-General to undertake or pursue negotiations for the liquidation of arrears by all the States in question, to submit a report to the Council on the action taken by him before the next Assembly, and to communicate the results to the latter.

## 4. CONSTRUCTION OF THE NEW BUILDINGS.

The Assembly,

Having noted the report of the Fourth Committee on the question of the new buildings;

Painfully surprised at the information furnished to the Fourth Committee by the Supervisory Commission, to the effect that it is feared that the estimate approved by the Assembly at its eleventh ordinary session may be exceeded by from seven to eight million Swiss francs unless the situation is taken in hand;

Declares that it is resolved in principle to keep within the estimate adopted last year; and

Instructs the Supervisory Commission, after having obtained the necessary technical and legal advice and without excluding the possibility of reconsidering the contract concluded with the architects, to submit to the Council for approval as soon as possible a programme which will comply, under the best possible conditions, with the above decision.

## 5. ORGANISATION OF THE SECRETARIAT, OF THE INTERNATIONAL LABOUR OFFICE AND OF THE REGISTRY OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

The Assembly,

Having examined the report and the Minutes of the meetings of the Committee appointed by the Assembly at its eleventh session to consider (1) the retention or elimination, the increase or reduction of the posts of Under-Secretary-General, as well as the consequences resulting therefrom, (2) all cognate questions on the organisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice which the Assembly had decided to adjourn in 1930:

(1) Adopts the present report;

(2) Decides that the framework of the higher ranks of the Secretariat should be provisionally maintained as it stands;

(3) Requests the Secretary-General to see that all new or renewed contracts concluded with the Deputy Secretary-General or the Under-Secretaries-General:

(a) Should have a maximum duration of three years;

(b) Should contain a clause under which they may be denounced within a period of one year from the date on which the Secretary-General officially notifies the Council of his

intention of resigning, this denunciation only to take effect as from the date on which the new Secretary-General assumes his duties or in the year following ;

(4) Is of opinion that, in regard to the appointment or promotion of officials to one of the higher posts in the Secretariat, the *first and foremost* consideration must be the knowledge and capacity of the candidate, which must be in keeping with the duties he will be called upon to fulfil, account being taken, however, in such choice of the different forms of national civilisation ;

(5) Approves the conclusions of the present report in regard to the salaries and conditions of engagement of the Secretary-General, the Deputy Secretary-General, the Under-Secretaries-General, the Registrar of the Permanent Court of International Justice, the Directors, the Treasurer, the Secretary-General's *Chef de Cabinet*, the Chiefs of Section and the Deputy Registrar of the Court.

6. EXTENSION OF THE TERM OF OFFICE OF THE SPECIAL COMMITTEE OF FIVE FOR THE ORGANISATION OF SESSIONS OF THE ASSEMBLY.

The Assembly,

Congratulates the Special Committee of Five for the organisation of sessions of the Assembly on the results of its work and thanks it for the most valuable advice which it has hitherto given the Assembly,

Decides to extend for one year the term of office of the Special Committee of Five and requests it to submit new suggestions to the Assembly at its next plenary session.

7. ERECTION OF A MONUMENT IN THE ISLAND OF SANTO DOMINGO TO THE MEMORY OF CHRISTOPHER COLUMBUS.

The Assembly,

Views with entire satisfaction the happy initiative of the Government of the Dominican Republic, adopted officially and unanimously by the twenty-one sovereign States of the New World represented at the fifth and sixth International Pan-American Conferences held at Santiago de Chili and Havana, to erect, in the City of Santo Domingo, capital of the Dominican Republic (Island of Santo Domingo or Haiti) at one time the centre of the discovery and colonisation of the meridional hemisphere, a Lighthouse-Monument to perpetuate the sentiments of admiration and gratitude of humanity towards Christopher Columbus, the discoverer of the New World and one of the greatest benefactors of mankind ;

Considering that the great Lighthouse Monument will be raised within the central airport of the Antilles and that it will be the guide to sea and air navigation for the greater part of the Atlantic and the Caribbean Sea, a circumstance which places the proposed work within the aims of the League of Nations ;

Considering also that the above-mentioned first universal homage to the man who did so much to extend our knowledge of the globe, will house in adjacent palaces a library and museum of documents relating to Columbus, and other sources of intellectual culture, at the disposal of humanity, thus coming within the intellectual co-operation activities of the League ;

Expresses a vote of deep sympathy with the happy initiative of the Dominican Republic, an initiative which, besides being an act of homage due to such a genius as Columbus and such a nation as Spain, creates and will sustain perpetually around it elements propitious to the progress and development of international communications and, consequently, propitious to the development of goodwill between the States of both Continents and the perfection of human intercourse.

## Annex II.

### GENERAL CONVENTION TO IMPROVE THE MEANS OF PREVENTING WAR.

[Names of the High Contracting Parties.]

Being sincerely desirous of developing mutual confidence by increasing the efficacy of the means of preventing war ;

Noting that, for this purpose, the task of the Council of the League of Nations in ensuring peace and conciliation might be facilitated by undertakings assumed voluntarily in advance by the States ;

Have decided to conclude a Convention and have for that purpose appointed as their plenipotentiaries :

[Designation of Plenipotentiaries.]

Who, having deposited their full powers found in good and true form, have agreed as follows :

#### Article 1.

The High Contracting Parties undertake, in the event of a dispute arising between them and being brought before the Council of the League of Nations, to accept and apply the conservatory measures of a non-military nature relating to the substance of the dispute which the Council, acting in accordance with the powers conferred upon it by the Covenant of the League of Nations, may recommend with a view to preventing the aggravation of the dispute.

The Council shall fix the period of duration of these conservatory measures. It may extend this period should circumstances render it necessary.



*Article 10.*

The present Convention shall remain open until February 2nd, 1932, for signatures on behalf of any Member of the League of Nations or of any non-member State to which the Council of the League of Nations has communicated a copy of the Convention for this purpose.

*Article 11.*

The present Convention is subject to ratification. Ratifications shall be deposited with the Secretariat of the League of Nations.

The Secretary-General shall give notice of the deposit of each ratification to the Members of the League of Nations and to the non-member States mentioned in Article 10, indicating the date of its deposit.

*Article 12.*

As from February 3rd, 1932, any Member of the League of Nations and any non-member State mentioned in Article 10 on whose behalf the Convention has not been signed before that date may accede thereto.

Accession shall be effected by an instrument deposited with the Secretariat of the League of Nations. The Secretary-General of the League of Nations shall give notice of each accession to the Members of the League of Nations and to the non-member States mentioned in Article 10 indicating the date of the deposit of the instrument.

*Article 13.*

A *procès-verbal* shall be drawn up by the Secretary-General of the League of Nations as soon as ratifications or accessions on behalf of ten Members of the League of Nations or non-member States have been deposited.

A certified copy of this *procès-verbal* shall be sent by the Secretary-General of the League of Nations to each Member of the League of Nations and to each non-member State mentioned in Article 10.

*Article 14.*

The present Convention shall be registered by the Secretary-General of the League of Nations ninety days after the date mentioned in Article 13. It will then enter into force as regards all Members of the League of Nations or non-member States on whose behalf ratifications or accessions have been deposited on the date of the *procès-verbal*.

As regards any Member of the League or non-member State on whose behalf a ratification or accession is subsequently deposited, the Convention shall enter into force on the ninetieth day after the date of the deposit of a ratification or accession on its behalf.

Each of the High Contracting Parties shall have the right to inform the Secretary-General of the League of Nations at the moment of the deposit of his ratification or of the notification of his accession, to the exclusion of all other reservations, that he makes the entry into force of the Convention, in so far as he is concerned, conditional on ratification or accession on behalf of certain countries named by him.

*Article 15.*

The present Convention may not be denounced before the expiration of five years from its coming into force in accordance with Article 14.

Denunciation shall be effected by a notification in writing addressed to the Secretary-General of the League of Nations, who shall inform all Members of the League of Nations and the non-member States mentioned in Article 10. Each denunciation shall take effect one year after the receipt by the Secretary-General of the notification, but only as regards the High Contracting Party on whose behalf it has been notified.

*Article 16.*

The French and English texts of the present Convention shall both be authoritative.

IN FAITH WHEREOF the above-mentioned Plenipotentiaries have signed the present Convention.

DONE at Geneva, on the . . . day of September, one thousand nine hundred and thirty-one, in a single copy, which shall be deposited in the archives of the Secretariat of the League of Nations, and of which certified true copies shall be transmitted by the Secretary-General to all the Members of the League of Nations and to any non-Member State to which the Council of the League of Nations has decided to communicate a copy of the present Convention, in accordance with Article 10.

### Annex III

#### CONVENTION FOR THE REGULATION OF WHALING.

The High Contracting Parties

have appointed as their Plenipotentiaries the following :

Who, having communicated their full powers, found in good and due form, have agreed on the following provisions :

*Article 1.*

The High Contracting Parties agree to take, within the limits of their respective jurisdictions, appropriate measures to ensure the application of the provisions of the present Convention and the punishment of infractions of the said provisions.

*Article 2.*

The present Convention applies only to baleens or whalebone whales.

*Article 3.*

The present Convention does not apply to aborigines dwelling on the coasts of the territories of the High Contracting Parties provided that :

- (1) They only use canoes, pirogues or other exclusively native craft propelled by oars or sails ;
- (2) They do not carry firearms ;
- (3) They are not in the employment of persons other than aborigines ;
- (4) They are not under contract to deliver the products of their whaling to any third person.

*Article 4.*

The taking or killing of right whales, which shall be deemed to include North-Cape whales, Greenland whales, southern right whales, Pacific right whales and southern pigmy right whales, is prohibited.

*Article 5.*

The taking or killing of calves or suckling whales, immature whales, and female whales which are accompanied by calves (or suckling whales) is prohibited.

*Article 6.*

The fullest possible use shall be made of the carcasses of whales taken. In particular :

1. There shall be extracted by boiling or otherwise the oil from all blubber and from the head and the tongue, and, in addition, from the tail as far forward as the outer opening of the lower intestine.

The provisions of this sub-paragraph shall apply only to such carcasses or parts of carcasses as are not intended to be used for human food.

2. Every factory, whether on shore or afloat, used for treating the carcasses of whales shall be equipped with adequate apparatus for the extraction of oil from the blubber, flesh and bones.

3. In the case of whales brought on shore, adequate arrangements shall be made for utilising the residues after the oil has been extracted.

*Article 7.*

Gunners and crews of whaling vessels shall be engaged on terms such that their remuneration shall depend to a considerable extent upon such factors as the size, species, value and yield of oil of whales taken, and not merely upon the number of whales taken, in so far as payment is made dependent on results.

*Article 8.*

No vessel of any of the High Contracting Parties shall engage in taking or treating whales unless a licence authorising such vessel to engage therein shall have been granted in respect of such vessel by the High Contracting Party, whose flag she flies, or unless her owner or charterer has notified the Government of the said High Contracting Party of his intention to employ her in whaling and has received a certificate of notification from the said Government.

Nothing in this article shall prejudice the right of any High Contracting Party to require that, in addition, a licence shall be required from his own authorities by every vessel desirous of using his territory or territorial waters for the purposes of taking, landing or treating whales, and such licence may be refused or may be made subject to such conditions as may be deemed by such High Contracting Party to be necessary or desirable, whatever the nationality of the vessel may be.

*Article 9.*

The geographical limits within which the articles of this Convention are to be applied shall include all the waters of the world, including both the high seas and territorial and national waters.

*Article 10.*

1. The High Contracting Parties shall obtain, with regard to the vessels flying their flags and engaged in the taking of whales, the most complete biological information practicable with regard to each whale taken, and in any case on the following points :

- (a) Date of taking ;
- (b) Place of taking ;
- (c) Species ;
- (d) Sex ;
- (e) Length ; measured, when taken out of water ; estimated, if cut up in water ;
- (f) When foetus is present, length and sex if ascertainable ;
- (g) When practicable, information as to stomach contents.

2. The length referred to in sub-paragraphs (e) and (f) of this article shall be the length of a straight line taken from the tip of the snout to the notch between the flukes of the tail.

*Article 11.*

Each High Contracting Party shall obtain from all factories, on land or afloat, under his jurisdiction, returns of the number of whales of each species treated at each factory and of the amounts of oil of each grade and the quantities of meal, guano and other products derived from them.

*Article 12.*

Each of the High Contracting Parties shall communicate statistical information regarding all whaling operations under their jurisdiction to the International Bureau for Whaling Statistics at Oslo. The information given shall comprise at least the particulars mentioned in Article 10 and : (1) the name and tonnage of each floating factory ; (2) the number and aggregate tonnage of the whalc catchers ; (3) a list of the land stations which were in operation during the period concerned. Such information shall be given at convenient intervals not longer than one year.



*Article 13.*

The obligation of a High Contracting Party to take measures to ensure the observance of the conditions of the present Convention in his own territories and territorial waters, and by his vessels, shall not apply to those of his territories to which the Convention does not apply, and the territorial waters adjacent thereto, or to vessels registered in such territories.

*Article 14.*

The present Convention, the French and English texts of which shall both be authoritative, shall remain open until the thirty-first of March 1932 for signature on behalf of any Member of the League of Nations or of any non-member State.

*Article 15.*

The present Convention shall be ratified. The instruments of ratification shall be deposited with the Secretary-General of the League of Nations, who shall notify their receipt to all Members of the League of Nations and non-member States indicating the dates of their deposit.

*Article 16.*

As from the first of April 1932, any Member of the League of Nations and any non-member State, on whose behalf the Convention has not been signed before that date, may accede thereto.

The instruments of accession shall be deposited with the Secretary-General of the League of Nations, who shall notify all the Members of the League of Nations and non-member States of their deposit and the date thereof.

*Article 17.*

The present Convention shall enter into force on the ninetieth day following the receipt by the Secretary-General of the League of Nations of ratifications or accessions on behalf of not less than eight Members of the League or non-member States, including the Kingdom of Norway and the United Kingdom of Great Britain and Northern Ireland.

As regards any Member of the League or non-member State on whose behalf an instrument of ratification or accession is subsequently deposited, the Convention shall enter into force on the ninetieth day after the date of the deposit of such instrument.

*Article 18.*

If after the coming into force of the present Convention the Council of the League of Nations, at the request of any two Members of the League or non-member States with regard to which the Convention is then in force, shall convene a Conference for the revision of the Convention, the High Contracting Parties agree to be represented at any Conference so convened.

*Article 19.*

1. The present Convention may be denounced after the expiration of three years from the date of its coming into force.

2. Denunciation shall be effected by a written notification addressed to the Secretary-General of the League of Nations, who shall inform all the Members of the League and the non-member States of each notification received and of the date of its receipt.

3. Each denunciation shall take effect six months after the receipt of its notification.

*Article 20.*

1. Any High Contracting Party may, at the time of signature, ratification or accession, declare that, in accepting the present Convention, he does not assume any obligations in respect of all or any of his colonies, protectorates, overseas territories or territories under suzerainty or mandate; and the present Convention shall not apply to any territories named in such declaration.

2. Any High Contracting Party may give notice to the Secretary-General of the League of Nations at any time subsequently that he desires that the Convention shall apply to all or any of his territories which have been made the subject of a declaration under the preceding paragraph, and the Convention shall apply to all the territories named in such notice ninety days after its receipt by the Secretary-General of the League of Nations.

3. Any High Contracting Party may, at any time after the expiration of the period of three years mentioned in Article 19, declare that he desires that the present Convention shall cease to apply to all or any of his colonies, protectorates, overseas territories or territories under suzerainty or mandate and the Convention shall cease to apply to the territories named in such declaration six months after its receipt by the Secretary-General of the League of Nations.

4. The Secretary-General of the League of Nations shall communicate to all the Members of the League of Nations and the non-member States all declarations and notices received in virtue of this article and the dates of their receipt.

*Article 21.*

The present Convention shall be registered by the Secretary-General of the League of Nations as soon as it has entered into force.

IN FAITH WHEREOF the above-mentioned Plenipotentiaries have signed the present Convention.

DONE AT GENEVA, on the                      day of September one thousand nine hundred and thirty-one, in a single copy which shall be kept in the archives of the Secretariat of the League of Nations and of which certified true copies shall be delivered to all the Members of the League of Nations and to the non-member States.

## ANNEX IV

## ENTRY OF MEXICO INTO THE LEAGUE.—EXTRACTS FROM SPEECHES.

## SECOND PLENARY MEETING OF THE ASSEMBLY

(September 8th, 1931.)

DR. CURTIUS (Germany):

As the representative of Germany, a country which has long been bound to Mexico by ties of constant and sincere friendship, I had great pleasure in subscribing to the proposal regarding the invitation to Mexico.

Its population and the extent of its territory give Mexico an important place among the States of the world. Not only the States which form part of the sphere of Spanish culture, but all the States Members of the League will set the greatest value on the active participation of Mexico in the work of the League. We are all aware that the League's activity will increase in importance as it tends to become universal in scope and a great step towards this universality would be taken if Mexico were to become a Member of the League.

For reasons into which I need not enter here, Mexico has long remained aloof from the League. It was therefore with universal satisfaction that the news was received at the beginning of last year that the newly elected President of the Republic, His Excellency General Ortiz Rubio, had declared, shortly before taking up his high office, that he was in favour of the early entry of Mexico into the League. We shall all be ready to congratulate both himself and his country, and the League also, when his Government actually presents itself as a member of the League.

VISCOUNT CECIL (British Empire):

I have the greatest possible pleasure in supporting this motion which has been made by my friend Dr. Curtius for an invitation to be extended to the State of Mexico to apply for membership of the League of Nations. I do so for many reasons, but for two in particular.

In the first place, this proposal is the correction of an omission that was made at Paris when the formation of the League was being considered. That omission has lasted much too long, and I am not sure that I ought not to acknowledge that I was in part, I suppose, responsible for it. It therefore gives me particular pleasure at this moment to take part in remedying an omission which never should have been made.

The second and more important reason is that we all, I think, desire to have the collaboration of Mexico in our consultations and deliberations. Mexico is one of the most ancient and one of the most influential of the States of the American continent. It has a great position and a history showing remarkable energy and self-reliance in its people. I am quite certain that we shall find its collaboration and assistance of great value to us at Geneva.

I agree entirely with Dr. Curtius that, the more universal the League becomes, the more one of its most fundamental characteristics is realised. Perhaps I may be allowed to add that in my view membership of the League by each State is not only valuable for the League but is valuable for the State itself. It brings more vividly perhaps before its people the knowledge of the interdependence of all States in the modern world, and makes them realise that, in working for the prosperity and peace of the world, they are working also for the prosperity and peace of their own country.

I have great pleasure in seconding the proposal now before us.

M. DE MADARIAGA (Spain):

This motion is designed to facilitate the entry into the League of a country which is connected with Spain, not only by historical ties, but by ties of blood. Spain has realised intensely, almost as intensely as Mexico herself, the reason—what our great Cervantes would have called "the reason of unreason"—which has kept Mexico aloof from our discussion for this long period.

After the noble and admirable words of Viscount Cecil, that pillar of the League and of the universal spirit that rules its activities, I need not dwell upon the retrospective aspect of the question.

Mexico to-day occupies a pre-eminent position on the American continent. All the American countries of the same race and language regard her as one of the leading nations of that continent. I have realised, in the official post I have taken up at Washington, where the present Mexican ambassador is the doyen of the Diplomatic Corps, that the great North-American Republic maintains with Mexico, relations of the most cordial intimacy and co-operates with her to an unexampled degree.

Moreover, however enviable the continental position of Mexico, there is no doubt that she herself does not find it adequate to enable her to fulfil her destiny as a nation of the modern world. Just as men do not come to a full realisation of their individuality until, to use a sublime expression of Pascal's "they try to understand the universe," so nations cannot come to a complete understanding of their national individuality until they rise to a comprehension of universality. It is this same noble aspiration after universality that, despite all, endears to us the old eighteenth-century imperialism, the worst aspects of which are now happily vanishing.

Nations that are not strong enough for imperialism and those which, though strong, aim at a higher form of development have found, since the creation of the League of Nations, a blameless way to achieve universality. The League can do Mexico the great service of helping her to a complete understanding of her national spirit.

On the other hand, as Lord Cecil has already said, Mexico can help the League by contributing

a sturdy spirit of liberty in her political conceptions, a deep-seated tradition and, above all, a unique sense of brotherhood between races, which may be of the utmost service to the League and stimulate its development.

It is the bounden duty of the League to attain, as soon as possible, the universality that is at the very root of its being, that is really the standard and model which inspired its conception. The League must be able to inscribe upon its portals and to use as a motto for its action this sentence adapted from the old classic: "I am the conscious and organised world, and no nation can be foreign to me."

M. BRIAND (France):

I wish to say in a few words how happy France is to be able to associate herself with the present gesture towards that great nation, Mexico. It was a great pleasure to me to subscribe to the proposal now before the Assembly—a proposal destined to make good an omission of which we were all conscious and which we all deplored.

At last it is possible to put right a misunderstanding, an unfortunate mistake; and we shall see among us the representatives of that great nation. They will come to share in our work and to contribute a valuable co-operation which we all desire.

It will be a happy occasion, and I wish to say on behalf of my country that France will joyfully welcome the day when Mexico comes to take her share in our work, thus bringing us a step nearer to what is the highest ideal of our League, universality.

M. GRANDI (Italy):

I gladly associate myself with the declarations made by previous speakers who have already spoken. Italy also will be delighted to see a great nation like Mexico taking part in the work of the League of Nations.

M. YOSHIZAWA (Japan):

The Japanese delegation was anxious to join with those who proposed the draft resolution inviting Mexico to accede to the Covenant of the League.

We have always been ardent advocates of the principle of universality, which is to combine within the League representatives of all civilisations and of all continents, with their varied types of national genius.

That is why we are so anxious that Mexico should bring to the universal work of the League the valuable contribution of her own individual civilisation.

M. GONZALEZ-PRADA (Peru):

This is the first occasion on which I have had the honour of addressing you from this platform, having been chosen by the delegations of the Latin-American States to express the satisfaction that those countries have felt on learning that Mexico is shortly to become a Member of the League of Nations.

The draft resolution submitted to us, inviting Mexico to accede to the Covenant and to lend her valuable support to this Assembly, is a further step forward towards world unanimity, which must remain one of our most cherished aims.

I have great pleasure in fulfilling the honourable duty entrusted to me by my Latin-American colleagues and declare our profound satisfaction at the prospect of seeing in the near future the representatives of Mexico here among us, sharing in our work.

The Hon. HUGH GUTHRIE (Canada):

Canada has, in the past, had many relationships with its sister State of Mexico. They have all been most pleasant and satisfactory. A considerable international trade is done between the two countries, and I believe always upon a satisfactory basis, under the provisions of a Trade Treaty which exists between the two countries. It will be a matter of great satisfaction to the Dominion of Canada to know that this invitation to Mexico has gone forth, and a greater satisfaction to know that the invitation has been accepted and that Mexico has become a Member of the League.

M. DE QUEVEDO (Portugal):

Mexico's greatness lies in her ancient culture, her creative instinct, the valour of her men and the fruitful outputs of her liberal institutions.

As representative of one of the countries of the Iberian Peninsula, in which the origins of Latin-American culture must be sought, I sincerely rejoice to learn of the probable entry into the League of the great Mexican people, a people who will lend to us the invaluable support of their experience and place upon our work the fruitful imprint of their genius.

I welcome the accession of the United States of Mexico with all the friendliness and enthusiasm of a kinsman and a friend.

M. RESTREPO (Colombia):

I gladly avail myself of this opportunity of paying a tribute to that great country, Mexico, an old friend of Colombia, the country which I have the honour to represent at the Assembly of the League of Nations. Every since the establishment of our independence at the beginning of the last century, we have been on terms of close friendship with Mexico. We Colombians admire the great qualities of the Mexican people, their indomitable courage, their energy, their wisdom.

Colombia, like all the countries represented on the League, will welcome Mexico as a fellow Member when the moment comes for her to send her representatives to this Assembly.

# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XI., No. 10.

OCTOBER, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month, October, 1931</i> . . . . .	283	VII. <i>Administrative Questions :</i>	
II. <i>Arbitration, Security, and the Reduction of Armaments :</i>		Twenty-first Session of the Permanent Mandates Commission	299
1. Position of Armaments in the Various Countries . . . . .	284	VIII. <i>Political Questions :</i>	
2. Armaments Truce . . . . .	285	Appeal of the Chinese Government under Article 11 of the Covenant . . . . .	300
III. <i>Commission of Inquiry for European Union :</i>		IX. <i>Social and Humanitarian Questions :</i>	
Agricultural Preference . . . . .	288	Meeting of the Permanent Central Opium Board . . . . .	306
IV. <i>Legal and Constitutional Questions :</i>		X. <i>Forthcoming Events</i> . . . . .	306
International Engagements :			
Registration of Treaties . . . . .	288		
V. <i>The Technical Organisations :</i>			
1. The Health Organisation :			
Meeting of the Health Committee . . . . .	289		
2. The Economic and Financial Organisation :			
(a) Thirty-sixth Session of the Economic Committee . . . . .	290		
(b) Financial Situation of Hungary . . . . .	293		
(c) Customs Nomenclature . . . . .	295		
3. Communications and Transit :			
(a) Fourth General Transit Conference . . . . .	296		
(b) Committee on Public Works and National Equipment . . . . .	298		
VI. <i>Intellectual Co-operation</i> . . . . .	299		

### *The Permanent Court of International Justice.*

1. Sessions . . . . .	307
2. Railway Traffic between Lithuania and Poland . . . . .	307
3. Legal Status of Certain Parts of Eastern Greenland . . . . .	307
4. Case Concerning the Caphandaris-Moloff Agreement . . . . .	308
5. Access to and Anchorage in the Port of Danzig for Polish Warships . . . . .	308
6. Treatment of Polish Nationals, &c., at Danzig . . . . .	308
7. The Free Zones of Upper Savoy and the District of Gex . . . . .	308
8. Appointment of a Member of the Hungaro-Yugoslav Administrative Tribunal . . . . .	309

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

October, 1931.

The principal meeting in October was the continuation of the sixty-fifth session of the Council, which, under the presidency of M. Briand (France), again considered the appeal of the Chinese Government under Article 11 of the Covenant. Other meetings were those of the Fourth General Transit Conference,

which dealt with the fixing of movable feasts and the simplification of the Gregorian calendar; the Health Committee, which reviewed the work of its various committees and sub-committees; the Economic Committee, which devoted special attention to the question of economic rapprochements as recommended by

the Sub-Committee of Experts of the Commission of Inquiry for European Union; the Special Committee of the Commission of Inquiry for European Union considering the question of the extension of preference to agricultural products other than cereals; the Committee on Public Works and National Equipment, which drew up its programme of action; the Sub-Committee of Experts for the Unification of Customs Nomenclature, which has finished its task after four years of work; the Permanent Central Opium Board, which considered quarterly statistics from various Governments; the Mandates Commission, whose agenda included,

at the request of the Council, a study of the proposal of the British Government for the emancipation of Iraq from the Mandate regime.

The results of the inquiry of the Financial Committee in Hungary into the financial position of that country were published in the course of the month.

Communications from various Governments concerning the state of their armaments were circulated to the Governments invited to the Disarmament Conference.

The Permanent Court of International Justice closed its 22nd session on October 15th.

## II.—ARBITRATION, SECURITY AND REDUCTION OF ARMAMENTS.

### I. POSITION OF ARMAMENTS IN THE VARIOUS COUNTRIES.

The Secretary-General has communicated to the Governments invited to the Disarmament Conference communications from the Bulgarian, Czechoslovak, French, German, Irish, Luxembourg, Norwegian, Polish, Roumanian, and Spanish Governments regarding the state of their armaments.

In compiling its data the *Bulgarian Government* has made use of the tables annexed to the draft Convention prepared by the Preparatory Commission for the Disarmament Conference, and of the report of the Committee of Experts on Budgetary Questions.

The *Czechoslovak Government* agrees with the British Government's proposal, adopted by the Council on May 23rd, 1931, and the particulars have, therefore, been set out in accordance with the tables annexed to Articles 30 and 36 of the Convention drawn up by the Preparatory Commission.

As regards the statement of expenditure, the departments concerned have been unable to prepare in time the detailed figures provided for in the model statement drawn up by the Committee of Experts on Budget Questions. The present communication, accordingly, gives only the distribution of expenditure on the army during the year 1930 in terms of total appropriations. Expenditure on military aviation has not yet been separately indicated, as Czechoslovakia has no Air Ministry.

These particulars are, Dr. Benes states, without prejudice to any views which the Czechoslovak Government may advance at the Disarmament Conference, since the present level of armaments is not to serve as a criterion for fixing the armaments of the various countries.

The information received from the *Finnish*

*Government* is compiled according to the table adopted by the Preparatory Commission for the Disarmament Conference.

The Finnish Government feels compelled to emphasise that the figures must in no circumstances be taken as a basis for the limitation of its defensive forces. Finland has only had a few years to devote to the founding and development of her military power, and thus has not yet attained the level at which it would constitute an adequate guarantee of the country's security. While associating itself with the efforts to reduce and limit armaments, the Finnish Government cannot disregard this essential condition and will, accordingly, submit at the Disarmament Conference final figures enabling this level to be attained.

The Secretary-General has received from the *French Foreign Minister* a letter covering several annexes to the French Memorandum of July 15th.\*

The numerical particulars given in the tables are, the French Foreign Minister says, to be regarded merely as an annex to its Memorandum, they cannot be separated from it and must be interpreted with reference to it.

The French Foreign Minister emphasises that the figures furnished in no way prejudice the proposals which it will present to the Disarmament Conference.

The *German Government* has addressed to the Secretary-General a letter, with an annex, giving information on Germany's expenditure on armaments.

The German Foreign Minister emphasises that the fact that this information is supplied must not be regarded as committing his Government to any view regarding the method to be

\* See Monthly Summary, Vol. XI., No. 7, page 172.

used in the Convention for the Reduction and Limitation of Armaments.

The tables containing the figures of the *Irish Government* have been compiled in the form recommended by the Council, and certain additional information has been supplied. The figures and details are given in respect of the financial year ending March 31st, 1931.

The *Luxemburg Government* has addressed to the Secretary-General a communication relating to the position of armaments in that country.

The armaments of the Grand Duchy are regulated by the Treaty of London of May 11th, 1867. Article 3, which placed the Grand Duchy and the principle of its permanent neutrality under the guarantee of the Great Powers, provides that "the Grand Duchy of Luxemburg, being neutralised, the maintenance or establishment of fortresses upon its territory becomes without necessity as well as without object."

Faithful to its international obligations, Luxemburg has demolished the fortifications established in its territory and reduced its army strength to the least level compatible with the requirements of internal security. At the present day, therefore, the Grand Duchy possesses nothing more than a police force employed exclusively for the maintenance of order, and has no armaments suitable for use in war.

"The people of Luxemburg relying upon the treaties which guarantee its independence and upon the League of Nations . . . intend to remain faithful to this policy of complete neutrality in military affairs and to maintain the state of disarmament established by the Treaty of London."

The *Norwegian Foreign Minister* draws attention to the fact that the whole principle of the organisation of national defence is at present being re-examined in Norway.

The information received from the *Polish Government* is compiled according to the tables contained in the draft convention prepared by the Preparatory Commission for the Disarmament Conference, and is accompanied by detailed explanatory notes.

The Polish Foreign Minister states that his Government has deemed it necessary to take certain steps with a view to ensuring that the information available for the Conference shall be as complete as possible, and shall be based on the exchange between all the countries invited of equivalent information, which shall also be available to the public throughout the world. These steps have not yet led to results answering to the Council's intentions, but the Polish Government will persevere in its efforts

in this direction, its sole object being to ensure the greatest possible measure of success for the Conference.

The information received from the *Roumanian Government* is compiled according to the tables in the draft Convention adopted by the Preparatory Commission for the Disarmament Conference and by the Committee of Budget Experts.

In preparing its tables "the Government of the *Spanish Republic* has carefully followed the instructions given in the draft convention drawn up by the Preparatory Commission for the Disarmament Conference." The data concerning effectives and budgetary expenditure refer to the year 1930. "Considerable changes will be made in them both next year as a result of the re-organisation which is now being carried out, more especially as regards the army, in consequence of the reduction of armed units and centres of military services recently ordered by the Government of the Republic."

The Spanish Foreign Minister draws attention to the fact that next year's budget will therefore differ both in amount and structure from that upon which the tables are based. An attempt has, nevertheless, been made to bring the various items into line with the principles for the distribution of expenditure laid down by the League, which differ from those followed in drawing up the Spanish budget.

## 2. ARMAMENTS TRUCE.

In conformity with the resolution adopted by the Council on September 30th, 1931, the Secretary-General on October 2nd communicated the report and the resolution on the Armaments Truce adopted by the Assembly on September 29th\* to the fifty-five States Members of the League, and to the nine following States invited to the Disarmament Conference: Afghanistan, Brazil, Costa-Rica, Ecuador, Egypt, Hedjaz, Turkey, the Union of Socialist Soviet Republics, United States of America, and Yugoslavia.

These States were asked to reply before November 1st.

Replies have been sent in by the following forty-one countries: S. Africa, Albania, Argentine, Australia, Austria, Belgium, Bulgaria, Canada, Chile, China, Czechoslovakia, Denmark, Egypt, Estonia, Finland, France, Germany, Great Britain, Hungary, India, Irish Free State, Italy, Japan, Latvia, Lithuania, Luxemburg, the Netherlands, New Zealand, Norway, Persia, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, the Union of Socialist

\*See Monthly Summary Vol. XI., No. 9, page 218.

Soviet Republics, the United States, Uruguay, and Yugoslavia.

The following countries confined themselves to stating that they would accept the truce subject to the conditions and in the terms established by the Assembly resolution and the report adopted by the Assembly: Albania, Austria, Belgium, Bulgaria, Canada, Chile, Czechoslovakia, Denmark, Egypt, India, Ireland, Netherlands, Norway, Peru, Portugal, Siam, and Sweden.

Certain countries have subordinated their acceptance to that of other States, particularly that of their neighbours; others have simply subordinated their acceptance to that of their neighbours.

Reservations in this sense have been made in particular by France, Italy, Latvia, Lithuania, New Zealand. (See also the declarations of certain countries quoted below.) Estonia, in accepting the truce, expressed the hope that it would be accepted by all other States, in particular by her neighbours.

The acceptance of the following countries was accompanied by certain commentaries.

*Argentina* accepts the truce on the understanding that it will not apply to material already ordered or under construction or to replacements, or to material which is under consideration with a view to putting into effect the provisions of the Acquisition Laws of 1923 and 1926.

*China* would be willing to agree to the Assembly proposal, but in its opinion this matter, as well as the Disarmament Conference, depends upon the settlement of the present conflict in Manchuria with which the Council is dealing.

*Finland* accepts the truce, but specifies that this does not in any sense mean that she abandons her right to carry out the defence programme required for her security and proportionate to the level of the armaments of other countries. Finland proposes "to act in complete conformity with the proposed truce by having a number of new airplanes built next year and acquiring certain other armaments to replace those which will have to be scrapped." The Finnish Government adds that the figures of the 1932 budget can in no case be taken as a basis when the question arises of fixing the amount of Finland's defence budget for a longer period, since the defensive forces of the country are still incomplete.

*Germany*, subordinating her acceptance to that of other Governments, but without any notable reservations, makes the following observation: "As a country which has already

had to reduce its armaments to a minimum in virtue of treaty obligations," Germany points out "that the limitation of armaments to their present level by the one year's truce can only be regarded as a preliminary step to facilitate the proceedings of the coming Disarmament Conference, and not as a measure for the accomplishment of the task the Conference is set. That task does not consist in stabilising the present position with regard to armaments, it entails primarily an effective reduction of the armaments of the heavily armed countries, which must proceed, for all the signatory States, from the fundamental idea of legal equality and the equal rights to national security."

*Great Britain, South Africa and Australia* make the following declaration: their programme of land, naval and air material to be constructed or acquired during the period of the truce is already, and will remain, in conformity with the resolution of the Assembly as interpreted by the report which accompanies it.

The British Government specifies that "it is, of course, understood that, as stated in the report of the Third Committee, if, as a result of unforeseen circumstances, such as are more likely to arise in the case of countries having responsibilities overseas, His Majesty's Government in the United Kingdom should find itself compelled to suspend the operation of this undertaking under the Armaments Truce, it will immediately notify the Secretary-General of the League of Nations."

*Hungary* accepts the truce subject to the reservation that it should not, in its opinion, involve any postponement in the reduction of armaments, and still less in the final solution of the problem of the reduction of armaments. The Hungarian Government specifies that the truce is only of very indirect concern to Hungary "as a disarmed country, whose armaments have already been limited by the Treaty of Peace."

*Japan* accepts the truce, but expresses the opinion that in view of the spirit of the Assembly resolution and report of the Third Assembly Committee, the truce should not in any way affect the improvement of the organisation and the equipment of the army to be realised within the framework of the budget already voted, or the execution of programmes already approved by Parliament. Further, the Japanese Government makes its undertaking dependent upon the condition that its neighbours, and especially those which are not Members of the League, should be bound by similar obligations.

*Luxembourg* accepts the truce, but specifies

that she has no military armaments serving warlike purposes and does not contemplate any change in the state of her armaments.

*Norway* accepts the truce, and points out that "Norway's total defence budget in recent years has been reduced from a budget of about 70 million crowns to a normal budget of about 45 million crowns. The present Government has no intention of exceeding this latter figure; on the contrary, it has put forward a new scheme of defence organisation which provides for a further considerable reduction of the budget to about 35 million crowns. This scheme is now under discussion in Parliament. Thus in practice the Norwegian Government has not merely adhered to the armaments truce, but has already effected as extensive a reduction of armaments as is compatible with national security and the fulfilment of international obligations."

*Persia*.—In her reply Persia makes the following statement:

"Of quite recent origin and of a purely defensive character, in a country with a very limited budget, the Persian army has not yet been able to acquire the standard or organisation and the quantity of material which are essential to it, not so much to protect an immense length of frontier as to fulfil its task of keeping order in a country of vast extent and still inadequate communications.

"Willing though she is to add her efforts to those of the other countries wishing to limit armaments to the minimum compatible with national security, Persia has been obliged to make the same reservations as several other delegations in connection with the limitation of the budgetary expenditure of States which, at the time of the signature of the future convention, have not yet been able to carry out their minimum defensive programme by reason notably of economic circumstances, of the purchasing power of their currency and of their industrial capacities. In our opinion these reservations also hold good with regard to the proposal for an armaments truce."

*Poland* accepts the truce with the following reservations:

"The Polish Government will be prepared to take a final decision as soon as it has acquired the certainty that all the other Powers—particularly in the regions of concern to Poland from the point of view of her security—will assume similar obligations and under the same conditions. The Polish Government emphasises that it cannot admit any ambiguity on this point and does not conceal its apprehension that in view of the absence of mutual confidence between nations referred to in the Twelfth Assembly's resolution, the vague provisions concerning the Armaments truce might easily be exploited for purposes contrary to those aimed at by this resolution. The latter is completely silent on the question of sanctions in the event of non-execution of the truce and provides for no verification, which is particularly serious inasmuch as the present state of the armaments of all Powers is not yet sufficiently known.

"The Polish Government considers that the Disarmament Conference should place as the first point on its agenda the questions of the technical details of the Armaments Truce."

*Roumania* accepts the principle of the truce, specifying that "it will rest with the Disarmament Conference to examine the question in all its aspects in the hope of arriving at a full and precise text which will eliminate all chance of misunderstanding and those difficulties of interpretation which are not, it considers, wholly removed by the report or the Assembly's resolution, inasmuch as it will give full details as to the basis of the truce, its character and the obligations it entails.

"In particular, provision will have to be made, in the event of the undertakings given not being fulfilled, for penalties applicable in consequence of supervision; such supervision is absolutely necessary but must not be illusory, and must apply under identical conditions to all States Members and non-Members of the League."

*Spain* accepts the truce, while reserving her right to revise her decision if the truce is not accepted by all the permanent Members of the Council and the European non-permanent Members.

*Switzerland* accepts the truce, provided her neighbours give a similar undertaking, "it being understood that the fact that Switzerland should execute programmes already finally adopted by the competent organs, such as the increase of the number of military planes and the organisation of the Fifth Alpine Brigade, is in no way incompatible with the Assembly resolution."

*The Union of Socialist Soviet Republics* states that, as it informed the Secretary-General in September last, it would be prepared, simultaneously with other Governments and subject to the same conditions, to enter into an undertaking not to increase its armaments during the Disarmament Conference. It would be prepared to accept the truce for one year as from November 1st, as well as to disarm altogether or to accept a maximum limitation of armaments in accordance with the proposals and draft convention submitted by M. Litvinoff to the Preparatory Commission.

The Soviet Government further states:

"It must, however, be perfectly clear that similar declarations will be made by all Governments and will be binding on them with the force of an international convention. It must also be perfectly clear whether the undertaking concerns armaments of every kind, both effectives and war material. The resolution adopted by the Assembly likewise leaves some doubt as to the acceptance or rejection of the reservations made by certain Governments in the Third Committee



establishing exceptions. Unless these points are made quite clear, or unless every Government is left free to interpret as it chooses the scope of the undertakings it has given, it seems absolutely incontestable that there will be no hope of avoiding mutual recriminations and accusations which will by no means contribute to create that atmosphere of confidence for the Conference to which reference is made in the Report. The vague and indefinite character of the League's decisions and international obligations is one of the causes of the deplorable events now taking place in Manchuria, which obviously cannot strengthen the atmosphere of confidence."

"In any event my Government is willing, when these points have been properly cleared up, to enter into an undertaking regarding an armaments truce on the same basis as all other countries."

The United States accepts the truce, provided that like action is taken by the other principal

military and naval Powers, and on the understanding that it shall not apply to construction which has already begun or for which contracts have been let prior to its entry into force.

Uruguay accepts the truce, with a single reservation relating to the air material at present being acquired for replacement purposes.

Yugoslavia also accepts the truce, but considers that it should not affect the normal execution of her naval programme. "Since the present Yugoslav navy is far below any limit that the Disarmament Conference could establish, it follows that the very modest building contemplated for the period here under consideration would not really in any sense represent an exception to the truce."

### III.—COMMISSION OF INQUIRY FOR EUROPEAN UNION.

#### AGRICULTURAL PREFERENCE.

The Special Committee set up by the Commission of Inquiry for European Union to examine the question of extending preference to agricultural products other than cereals met on October 30th and 31st. The session was opened by the Marquis Paulucci di Calboli Barone, Under Secretary-General of the League, replacing the Secretary-General.

The Committee elected as its President M. Van Langenhove (Belgium). The meeting was attended by representatives of Austria, Belgium, Bulgaria, Czechoslovakia, Denmark, France, Germany, Great Britain, Greece, Hungary, Ireland, Italy, the Netherlands, Poland, Spain, Turkey, and Yugoslavia.

The Committee did not think it necessary to resume the general discussion on preference, although certain objections were made as regards the principle or the expediency of its application.

The extension of this system had been requested for tobacco, raisins, figs, oranges, stock-breeding products, wood, mohair, cotton, which branches of production are in difficulties.

The Committee was only able to deal with the question of tobacco, and sought practical methods for improving the position of European producers. In its opinion, the Commission of Inquiry should draw the attention of Governments to the critical situation of the producers. Further, States with a tobacco monopoly should study purchasing conditions which would secure better markets for European countries, in which the cultivation and exportation of tobacco formed an important factor of national economic life.\*

The Committee considered that States without a monopoly should consider the possibility of modifying certain fiscal and customs provisions which were calculated to place European tobacco exporters in a less favourable position than their principal competitors.

Finally, the Committee, having been informed that the producing States had already contemplated agreements for the co-ordination of their action in this respect, expressed the hope that these efforts would tend to mitigate for these countries the effects of the agricultural crisis.

### IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

#### INTERNATIONAL ENGAGEMENTS.

##### *Registration of Treaties.*

The international engagements registered with the League in October include the following treaties and agreements:

A Treaty of Conciliation, Arbitration, and Judicial Settlement (Brussels, October 17th, 1927) between Belgium and Luxemburg, presented by Luxemburg;

An Agreement between Germany and Poland (Warsaw, October 31st, 1929) concerning the settlement of claims, presented by Poland;

A Treaty of Commerce and Navigation between Estonia and Finland (Tallinn, April 11th, 1931), presented by Estonia;

An Exchange of Notes between Spain and

\* See Monthly Summary, Vol. XI., No. 9, page 225.

Hungary (Budapest, September 17th and 19th, 1931) concerning the re-establishment of the passport visa ;

A Convention between Germany and Cuba (Havana, June 14th, 1928) concerning the

exchange of postal packages between the two countries, presented by Cuba ; and a Convention concerning the exchange of wireless correspondence between Cuba and Mexico (Havana, June 29th, 1928), presented by Cuba.

## V.—THE TECHNICAL ORGANISATIONS.

### I. THE HEALTH ORGANISATION.

#### *Work of the Health Committee.*

The Health Committee met in Paris on October 12th and 13th, under the presidency of Dr. Madsen.

Its agenda included the examination of the following questions :

#### 1. *Request of the Liberian Government.\**—

Dr. MacKenzie, who visited Liberia from June 18th to July 26th, together with two other experts studying suitable measures to give effect to the request for assistance submitted by the Liberian Government to the January Council, described the health conditions of the country and the measures necessary to remedy them.

The Health Committee approved Dr. MacKenzie's recommendations, and placed its services at the disposal of the Council.

2. *Co-ordination of the Anti-epidemic Campaign in the Flooded Areas of China.†*—Last September the Assembly invited the States Members of the League to reply favourably to any appeal for help that might be made in favour of the victims of floods in China, and to take all possible steps for relief, in co-operation with the League. The Council instructed the Health Organisation to give effect to the request of the National Chinese Health Administration by co-ordinating efforts to combat epidemics in the flooded regions. On this occasion it drew the attention of Governments and of the public to the urgent need for contributions in money as well as for medical staff and supplies, and authorised the Secretary-General to receive such funds and to forward them to the authorities co-ordinating the relief work.

The Health Committee requested the Medical Director, who is at present in China, to take the necessary measures and to keep the members of the Committee informed with regard to the situation.

3. *Permanent Biological Standardisation Committee.*—The Health Committee approved the work of the Commission on Biological Stan-

dardisation which met in London from June 17th to June 23rd, and adopted a new series of international standards for anti-gangrene serum, tuberculin and vitamins. It thanked the scientists who had taken part in the work, and expressed its gratitude to the London School of Hygiene and Tropical Medicine for the facilities offered.

4. *Immunisation Against Scarlet Fever and Diphtheria.*—The Health Committee decided, in 1929, to carry out an inquiry on the efficacy of immunisation against scarlet fever and diphtheria. The results of this inquiry, which were examined in London from June 17th to June 19th by a group of experts, were communicated to the Health Committee, which approved them.

5. *Application of the 1925 Opium Convention.‡*  
—(a) *Article 8.§*—In accordance with the procedure provided for in Article 8 of the Opium Convention of 1925, the Health Committee had transmitted to the Permanent Committee of the *Office International d'Hygiène publique* for opinion and report: (1) lists of preparations which the Estonian, Swiss, German, and Siamese Governments proposed should not come under the Convention ; (2) a proposal from the French Government that, when a preparation benefited by the provisions of Article 8, because it contained a certain percentage of a neutralising substance, all other preparations containing the same drug and the same substance in identical proportions should, *ipso facto*, not come under the Convention, even if they contained other non-intoxicating substances.

(1) The Health Committee, after considering the report of the Permanent Committee of the

‡ See Monthly Summary, Vol. XI., No. 5, page 144.

§ Article 8.—When the Health Committee of the League of Nations, after having submitted the question for advice and report to the Permanent Committee of the *Office International d'Hygiène publique* in Paris, finding that any preparation containing any of the narcotic drugs referred to in the present chapter cannot give rise to the drug habit on account of the medicaments with which the said drugs are compounded and which in practice preclude the recovery of the said drugs, the Health Committee shall communicate this finding to the Council of the League of Nations. The Council will communicate the finding to the Contracting Parties, and thereupon the provisions of the present Convention will not be applicable to the preparation concerned.

\* See Monthly Summary, Vol. XI., No. 5, page 126.

† See Monthly Summary, Vol. XI., No. 9, page 232.

*Office International d'Hygiène publique*, noted that the composition of the preparations submitted by the Estonian Government precluded them from coming under the Convention. It further decided that the preparations mentioned by the German and Siamese Governments should not come under the system contemplated by the Convention. As regards those preparations proposed by the Swiss Government, the Committee decided to postpone any decision until further information was available.

(2) The Committee came to the conclusion that the proposal of the French Government could not be approved: (1) because other substances besides the neutralising substance might be introduced into the preparations, and nullify the effect of that substance; (2) because to appreciate the situation as regards the drug it was indispensable to have complete information as to the composition of the preparation.

(b) *Article 10.\**—The Committee also had to deal with a request from the Government of India to bring percaïne (chlorhydrate of diethylethylenediamide of acid  $\alpha$ -butylloxycinchonic) under the 1925 Convention. It decided that percaïne was not a drug likely to lead to addiction, and there was therefore no object in bringing it under the Convention.

The Conference for the Limitation of Drug Manufacture had expressed the desire that all drugs set forth in Article 1, paragraph 2, group 1 of the Convention on Limitation which were not already subject to the 1925 Convention should be placed under the latter, in virtue of the procedure provided under Article 10. The Health Committee adopted a recommendation to this effect.

6. *Results of the Conference on Rural Hygiene.*—The Committee had received from the Council a proposal made by the Conference on Rural Hygiene that the League Health Organisation

\* Article 10.—In the event of the Health Committee of the League of Nations, after having submitted the question for advice and report to the Permanent Committee of the Office international d'Hygiène publique in Paris, finding that any narcotic drug to which the present Convention does not apply is liable to similar abuse and productive of similar ill effects as the substances to which this chapter of the Convention applies, the Health Committee shall inform the Council of the League accordingly, and recommend that the provisions of the present Convention shall be applied to such drug.

The Council of the League shall communicate the said recommendation to the Contracting Parties. Any Contracting Party which is prepared to accept the recommendation shall notify the Secretary-General of the League, who will inform the other Contracting Parties.

The provisions of the present Convention shall thereupon apply to the substance in question as between the Contracting Parties who have accepted the recommendations referred to above.

should undertake in various countries a study of programmes and methods for the training of health visitors and sanitary engineers. The Medical Director was requested to study this question and present a report at a future session.

7. *Health in Early Infancy.*—In 1930 the Committee decided to create a certain number of reporting committees with instructions to draw up technical reports on the present position as regards practice and knowledge in various fields of hygiene. At this session the Committee discussed conclusions submitted to it by the Reporting Committee on maternal and infant welfare and hygiene of the child of pre-school age, and approved the draft report.

8. *Physical Education.*—In October, 1930, the Health Committee decided to study the question of physical education, raised by the Czechoslovak delegation in the Assembly. A group of experts who met in January, 1931, made a series of recommendations, including the suggestion that laboratory studies on the physiology and effects of excessive muscular fatigue should be carried out. This suggestion was approved, and certain laboratories selected for these studies.

*Appointment of a new Member of the Health Committee.*—The Committee recommended to the Council the appointment on the Health Committee of Professor Hüsamettin Bey, Under-Secretary of State in the Health and Social Welfare Ministry at Angora.

*Constitution of the Bureau of the Health Committee.*—The Committee elected as Vice-Chairmen for 1932:

Professor Léon Bernard, Dr. C. Hamel, and Dr. Tsurumi. These Vice-Chairmen, together with M. O. Velghe, Chairman of the Permanent Committee of the Office International d'Hygiène publique, and Vice-Chairman *ex officio* of the Health Committee, will constitute, with the President, Dr. Madsen, the Bureau for 1932.

The Health Committee, whose next session will take place in the autumn of 1932, requested its Bureau to take in the interval any measures that might be necessary regarding the questions that are under consideration at present or may eventually be referred to it by the Council.

## 2. THE ECONOMIC AND FINANCIAL ORGANISATION.

### (a) *Thirty-sixth Session of the Economic Committee.*

The thirty-sixth session of the Economic Committee was held from October 26th to October 29th, with M. Di Nola (Italy) in the Chair.

The Committee reconstituted its Bureau for the coming year, appointing M. Schuller (Austria) as Chairman and M. Stucki (Switzerland) as Vice-Chairman. It took note of the resignation of M. Casares (Argentina) on account of his health.

The Committee continued to study the various questions on its agenda. It also proceeded to the examination of certain problems referred to it by the Council, and, in this connection, held a preliminary discussion of a general character on the various aspects of economic rapprochements mentioned by the Sub-Committee of Economic Experts of the Commission of Inquiry for European Union.

1. *Economic Rapprochement*.<sup>\*</sup>—The resolution referring this question to the Economic Committee provided that States should first be invited to forward their observations. As these replies are not expected before January, the Economic Committee confined itself to a preliminary exchange of views. In this connection it proceeded to a comprehensive debate on the present crisis, considering that the considerations to which this question gave rise should dominate its work.

The report of the Committee on its thirty-sixth session deals with the subject in the following terms:

The Economic Committee does not feel called upon to undertake a complete study of the crisis. This study has been pursued in various quarters. The League of Nations itself, in pursuance of a resolution of the Eleventh Assembly, has published a detailed analysis of the course and phases of the crisis made by Professor Ohlin, with the help of the Economic Intelligence Service of the League of Nations, the International Labour Office, the International Institute of Agriculture, and the principal economic research councils of institutes. It also noted the resolutions adopted on October 26th, 1931, by the Council of the International Chamber of Commerce. It appreciates the spirit in which they are drafted and agrees with it as to the urgent necessity of restoring confidence.

The Economic Committee in examining the present situation naturally approached the question from its own viewpoint. It gave particular attention to the disturbances brought about by the crisis in the system of international exchanges.

#### (a) *Characteristic Phases of the Crisis.*

After world trade had steadily expanded for several years the situation changed at the beginning of the autumn, 1929. It is true that the prices of certain raw materials had begun to fall in 1928 on account of overproduction. The boom period having suddenly come to an end in the United States in 1929, a serious depression followed, which soon became general. Trade underwent a rapid retrogression, which has not

been interrupted since. This long depression characterises the first phase of the crisis.

In the spring of 1931 a second phase began; new phenomena made their appearance; financial difficulties arose, due in great part no doubt to the duration, universality and depth of the economic depression.

Important banking establishments were unable to meet their commitments. Their failure led to widespread uneasiness; confidence in the financial situation of the country in which it occurred was shaken. Foreign lenders withdrew their deposits; the banks had to face withdrawals on a large scale; monetary stability itself was compromised. Several countries outside Europe, and then in Europe itself, abandoned the gold standard and found their exchanges falling.

The crisis thereupon took on a more especially financial character. The disturbance, however, extends to all the spheres of activity. The operation of the world's economic organisation rests on confidence; as soon as this disappears it undergoes profound disturbances, and the evil spreads rapidly.

Monetary instability can have formidable consequences. The countries affected do not hesitate to resort to the most radical measures to remedy the evil; on their side those which are only threatened bring all the means at their disposal into play to defend themselves.

#### (b) *Safeguarding Measures Resorted to in Consequence of the Present State of the Crisis.*

The public authorities of the countries mentioned are thus induced to intervene in important spheres of commercial and financial activity, and principally in relations with foreign countries. They restrict imports, endeavouring to redress the balance of payments, and even render it favourable; they strive to ensure a surplus of foreign currencies so as to meet the financial obligations contracted towards foreign countries.

Furthermore, they bring under their control the trade in foreign currencies so as to reserve the latter either for the support of their own currency or for the purchases which are most useful to the national economy.

Countries into which there is an influx of gold and whose monetary situation has remained relatively strong take restrictive measures in their turn, on the ground that abroad the diminution in purchasing power and the depreciation of the currency restrict their markets and cause a falling off in their exports, while at home the sales at low prices effected by countries in difficulties or favoured by the discrepancies in goods prices swell their imports to an abnormal extent. Threatened with an extension of unemployment they too organise the defence of their markets.

Lastly, the restrictive measures taken by one country dictate those which other countries find themselves obliged to take in their turn.

The general introduction of import prohibitions and restrictions and the monopoly or control of dealings in foreign exchange form a system of which the world has already had experience. It developed shortly after the War, owing to the instability of some currencies and the rapid depreciation of others. But after the lessons of the past everyone must now realise the very serious drawbacks of such a system.

Control and restrictions provide an opening

<sup>\*</sup> See Monthly Summary, Vol. XI., No. 9, page 234.

for arbitrary action. They make commercial relations precarious and unstable. If introduced generally, they will multiply the obstacles, and may have the effect of paralysing international trade.

Moreover, the country whose currency is threatened is not the only one to take defensive measures. Other countries around it are at grips with the same difficulties and have recourse to the same remedies. The restrictions they place on their mutual relations counterbalance each other, and tend to nullify mutually their effects.

It must doubtless be admitted that the measures in question are regarded by the countries taking them as at the moment imperatively necessary; they are steps taken for the public safety justified by exceptional circumstances; they appear to these countries as being the only means of preventing a financial or economic collapse. Even if they cannot be avoided, however, it is still essential that they should be attended by precautions and guarantees calculated to limit their harmful effects as much as possible.

(c) *Guarantees to be Established in Order to Limit Abuses in the Application of Restrictive Measures.*

In the first place, it is desirable that a Government which, in order to meet a critical situation, finds it necessary to restrict the freedom of international trade, should pay heed to the interests of other countries and should endeavour to reduce the damage the latter must inevitably suffer. Whenever possible such a Government should not put the measures into force until it has consulted the other Governments concerned. Restrictive measures would probably lose some of their injurious character if they were concerted with the States which are bound to feel their effects. To obviate the abuses to which their application may lead, it may be well to refer to the guarantees formulated in certain international conventions and in earlier recommendations of the Economic Committee.

Lastly, steps should be taken to prevent these measures being diverted from their immediate purpose and constituting a form of indirect protectionism.

It is also important that restrictions imposed by the present trend of business should be essentially temporary, and that their application should be strictly limited to the duration of the circumstances by which they were dictated.

(d) *Essential Conditions for the Return of Prosperity.*

Whatever precautions may be taken, the safeguarding measures to which countries resort in the face of the financial crisis present inevitable drawbacks both for the countries themselves and for others. The mere fact that such steps are taken, however, shows that the Governments are firmly determined to prevent at any cost a national economic collapse. There can be no doubt that if an end can be put to the most serious disturbances of a financial and monetary nature which are at present in evidence, the resulting feeling of stability and security would be favourable to a return of more normal exchange conditions.

The re-establishment of normal financial conditions and a return to the conditions existing for international trade before the recent financial and monetary disturbances will constitute an important factor in restoring confidence, but they will not in themselves be sufficient. It must not be forgotten that confidence cannot be finally restored until all uncertainty has been dispelled as to the solution of important international problems which are not all of an economic character.

When that time comes States will have to be reminded that lasting prosperity can only be established on the basis of greater freedom of circulation of goods, capital and services, than the world, and especially Europe, have known since the War.

The Economic Committee has always laid stress in the past on the necessity of securing the utmost possible freedom for trade. It is to-day convinced that the doctrine it formulated earlier has not been disproved by facts. There is little doubt that the present crisis would not have been as acute as it is if Governments could have pursued a policy more in conformity with that doctrine. Contemporary events afford a valuable lesson in this connection.

The present difficulties are not past all remedy and are primarily due to psychological causes. The experience of previous crises shows that if confidence is easily upset it can also be quickly restored if Governments make it clear that they are determined to remain masters of the situation.

2. *International Economic Agreements.*—The Economic Committee had been invited by the Assembly to resume and continue, within the framework of international economic agreements, its consultations concerning the more important branches of production.\* In this connection the Committee considered the desirability of fresh investigations concerning the timber trade. It asked its regular and corresponding members to study the situation in their respective countries, and to give their opinions with a view to determining whether or not it was desirable to summon later a meeting of experts for the study of remedies that might mitigate the crisis from which the timber trade is suffering.

*Other Questions.*—The Committee examined a preliminary report, prepared at the request of the International Chamber of Commerce, with a view to studying the advisability of a convention for the suppression of bribery and unfair commercial practices.

The Committee also made the necessary arrangements for continuing the work undertaken in connection with various questions of customs technique (consignments already on the road, procedure for appeal in the event of customs disputes, official customs information).

The Committee also dealt with the question

\* See Monthly Summary, Vol. XI, No. 9, page 234.

of the creation of an organisation for arbitration and conciliation in economic matters.

(b) *The Financial Position of Hungary.*

On October 8th, at the invitation of the Hungarian Government, dated September 7th, 1931, and after a preliminary examination of Hungary's financial position during September, the Financial Committee sent to Budapest a delegation to proceed to an inquiry.\*

Shortly after its arrival in Hungary the delegation realised that decisions might have to be taken which exceeded its competence. The Financial Committee was, therefore, summoned to meet at Budapest on October 16th.

After concluding its session on October 22nd, the Financial Committee published simultaneously in Geneva and Budapest a report, which is summarised below.

*General.*—The report begins by noting that the Hungarian financial problem does not present so many grave features as in 1923, but that world conditions make it much more difficult to deal with.

"It may well be that the ultimate cause of the budget deficit and of the depressed economic situation is not domestic but external—namely, the world depression—the repercussions of which have been particularly severe on a country so largely dependent as Hungary is upon the production and export of wheat, the world price of which to-day is only about a quarter of what it was in 1925. But the Hungarian difficulties have been aggravated by a scale of expenditure in recent years in excess of revenue, by excessive and often unproductive foreign borrowing and by insufficient credit control. The final solution of difficulties arising from over-borrowing cannot be sought in further borrowing, and, moreover, even were the problem such as to find its appropriate solution in the raising of a foreign loan, the condition of the world markets renders such an operation at the moment improbable. Both internally and externally, the present problem presents great difficulties which can be overcome only by a full appreciation of their gravity and by a whole-hearted determination squarely to face them."

The results of the inquiry are thus summarised:

*Budget.*—From the figures given the Financial Committee, it appears that State revenue (administrative budget, not including State enterprises) began to drop in 1928-29, slightly at first and then substantially in 1930-31. On the other hand, expenditure continued to rise until 1928-29, and remained at the same level in 1929-30, only falling thereafter to a much smaller extent than revenue. In 1930-31 the budget was, for the first time, *deficitary* (expenditure 946.5,

revenue 829.6, deficit 116.9); this deficit was met by various treasury operations.

During the months which followed the passing of the budget in June, 1931, new credits had to be provided for various reasons. On the other hand, it very quickly became evident that the estimate of revenue had been much too optimistic, and that a probable deficit of 175 million pengoes was in sight. To meet this situation the Hungarian Parliament, by the law of August 6th, 1931, gave full powers to the Government to take, in consultation with a commission composed of thirty-three representatives of the different political parties in the two Chambers, all measures necessary to re-establish budget equilibrium.

As a result of the measures taken the budget was presented as follows:

		<i>Original budget.</i>		<i>Revised budget.</i>
		1931-32.		1931-32.
Expenditure	..	878.3	..	922.9
Revenue	..	878.8	..	918.0
Balance	..	0.5	..	4.9

The Financial Committee proceeded to an examination of the revised estimates, and noted that during the first three months of the present financial year (July, August and September) there had been a further substantial drop in revenue. In view of this fact it arrived at the conclusion that it would not be prudent to count on total revenue in excess of a maximum of 800 million pengoes.

As regards State enterprises, the same shrinkage occurred in their respective budgets, and after having executed measures similar to those taken with respect to the State budget, the Government and the Committee of thirty-three members of Parliament had established their revised estimates as follows:

Expenditure	..	433.2
Revenue	..	437.8
Balance	..	4.6

This balance, however, is transformed into a deficit of 1.6 if account be taken of the capital expenditure on these enterprises.

*Treasury.*—The report notes that, although the Government had obtained certain resources by means of external and internal loans between November, 1930, and August, 1931, the Treasury is likely to be in cash difficulties in the event of further budgetary deficits, as a minimum working balance of about 50 millions is required, and the cash balance on September 30th was only 65.8 millions and has been diminished

\* See Monthly Summary, Vol. XI., No. 9, page 237.

since that date by about 9 millions. There are some small balances available in the hands of State undertakings and special funds. It had important payments to meet in respect of commitments entered into between 1929-30 and 1930-31 amounting in all to 201.7 million pengoes. There were, on the other hand, arrears of taxes and of administrative receipts amounting nominally to about 235 million pengoes, some of which the Government hoped to recover in the current year.

*State Debt.*—The total debt of the State, including State undertakings, is 1,853.6 million pengoes (1,628.7 represents the foreign debt and 224.9 the internal debt).

The service for 1931-32 on the funded debt is estimated at 91.1 million pengoes, of which 35.5 millions represent amortisation, while the interest on the floating debt amounts to 22 million pengoes.

Moreover, the Government has in recent years given its guarantee for a number of loans contracted by municipalities, banks, etc., to a total amount of 199.8 million pengoes, 152.9 of which represents foreign loans.

In view of the above, and having regard to the economic burden at present involved, the Financial Committee expressed the opinion that the measures so far taken to reduce State expenditure were insufficient. It also noted that public expenditure offered a very considerable field for economy, more particularly in view of the fall in prices during recent years. The Committee, moreover, pointed out that, in addition to the expenditure included in the budget, it would be necessary in future budgets to provide for repayment of floating debt and arrears.

*Declaration of the Hungarian Government.*—After a general examination of the position by the Financial Committee and the Hungarian Government, the Hungarian Prime Minister made a statement to the effect that the Government was decided to re-establish budget equilibrium during the rest of the present year by fixing the maximum expenditure at 890 million pengoes for this year and by 830 million pengoes for the next.

The Hungarian Government added that it has firmly decided to avoid inflation. If it finds it impossible to maintain budget equilibrium during the current year by the measures taken, it will immediately decide upon other reductions, so as to assure equilibrium. It will at the same time take measures to secure equilibrium in the budgets of all State undertakings, especially of the railways; and will secure in subsequent

years that all investments of each individual undertaking are covered by the receipts.

The Government, moreover, contemplates the transfer to private hands of certain of its undertakings, such as the steel works, coal mines, etc. It will check the expenditure of local authorities.

It proposes to ask the Financial Committee to appoint a representative to reside in Budapest. The functions of this official will cease when the Council has ascertained that the financial stability of Hungary is assured. The Hungarian Government will elaborate a detailed programme of budget reform in agreement with this representative.

After mentioning certain secondary points, such as the regular publication of the financial situation, etc., the declaration draws attention to the fact that the Government will take various measures to avoid excessive public and private borrowing.

Finally, the Hungarian Government states that it has made arrangements with the National Bank for the appointment of an adviser, through the good offices of the Bank for International Settlements in Basle. The adviser will be retained for so long as the Financial Committee considers necessary.

Noting these statements, the Financial Committee expressed the view that the measures proposed were eminently desirable. As regards the budget, however, the Committee thought that the totals envisaged by the Government would, in fact, prove too high, and that it would be necessary to reduce expenditure as from November 1st to a scale not exceeding a maximum of 800 million pengoes a year. It further stated that it would reconsider the position in due course in the light of further experience.

*Foreign Indebtedness.*—The total foreign obligations of Hungary may be summarised as follows:

State .. ..	1,629 million pengoes.
Other debtors .. ..	2,465 " "
Total .. ..	4,094 " "

of which 2,604 millions are long-term debts and 1,490 medium and short-term debts.

The figure of 1,629 pengoes includes a sum of 1,003 millions for certain pre-war debts, war debts and relief credits, as well as 312 millions representing the nominal value of bonds of the reconstruction loan now outstanding. The total annual charge for interest and amortisation does not fall far short of 300 million pengoes, of which 187 millions (including amortisation)



relate to long-term debt, and 100 millions to short-term. Of the total charge, the liability of the State amounts to 82 million pengoes (including 34 million pengoes for amortisation) for long-term debts, and approximately 18 million for short-term.

The Committee expressed the opinion that if the direct total indebtedness of the State could not be considered as excessive, the debt of the whole community, including that of the State, had increased in the past six years at a rate which the real needs of the country did not warrant. "The Hungarian Government itself, while refraining from excessive direct borrowing, has not effectively exercised its powers to control the borrowing of public bodies within Hungary, but has even facilitated such borrowing—for instance, by giving its guarantee."

*Balance of Payments.*—As the inevitable result of the heavy borrowings in recent years, the trade balance of the country has become increasingly passive during the period 1925–1928. In 1929, when borrowing became more difficult, the passive balance was reduced, and in 1930 there was an active balance of 58 million pengoes. Apart from foreign borrowings—and as late as the summer of 1931, Hungary derived a not inconsiderable sum from this source—there are no important net active items in the Hungarian invisible balance. The country can, therefore, only meet the service of its debt by converting its passive trade balance into an active balance, a measure which the Financial Committee considers possible, while fully realising the difficulties.

*Banking.*—Under this heading the Financial Committee first considers the position of the Hungarian National Bank. On December 31st, 1930, the resources of the Bank in gold and foreign exchange amounted to 230 million pengoes. On September 30th, 1931, in spite of loans from the Bank for International Settlements, and other central banks, the Bank's published resources had fallen to 112 millions.

The Committee notes that the Bank showed some unwillingness to apply the normal remedy for the protection of its resources in increasing its discount rate.

As regards the private banks, the report notes that the commercial banking system of Hungary has not outwardly followed the general tendency of concentration. The credit policy pursued by these banks as regards national industry in procuring loans by means of short-term borrowing from abroad caused them, when these loans were recalled, to use their only means of defence

in re-discounting with the National Bank, which was thereby subjected to a heavy strain.

The Financial Committee considers that the National Bank is ill-provided to maintain the external value of the currency, as it has no means of controlling foreign borrowing by private undertakings. This is a question which should engage the Hungarian Government's attention. The report further expresses the view that it is necessary that the Bank should strictly control its exchange transactions.

In conclusion, the Financial Committee expresses the view that Hungary should make every effort to meet the service of the foreign debt, while recognising that it is not possible for her to meet all the maturities of her short-term debts as they fall due. Stand-still arrangements have already been made as regards certain bank debts. The Committee considers that other short-term debtors should enter at once into negotiations with their creditors with a view to making similar arrangements, and that all the agreements reached should be for a period of not less than six months.

The report concludes in the following terms :

"We wish to emphasise again that the Hungarian problem is not isolated; it is a part of a very much wider issue. Hungary cannot hope to contribute greatly alone to constructive measures designed to ameliorate world economic conditions. But she can help to prevent further deterioration by defending her own credit. In this respect, her interests and world interests are identical. We believe that, given the necessary determination, her credit can be maintained. On that determination to-day depends, in our opinion, her chances of recovery to-morrow.

We wish also to emphasise our hope that the measures which Hungary is taking will be met in a spirit of coöperation and goodwill in creditor countries. We hope that it may be possible by coöperation with neighbour States to reduce to a minimum commercial restrictions and the inconveniences resulting from exchange control, and that it will be recognised on all sides how difficulties react from one country to another in such a way as to impede recovery from the present general state of economic and financial crisis.

#### (c) *Customs Nomenclature.*

The seventeenth session of the Sub-Committee of Experts for the Unification of Customs Nomenclature opened at Geneva on October 20th and continued into November.

The Committee proceeded to the second reading of thirty-five chapters of its draft customs nomenclature, in particular those relating to metallurgy and machinery. It has thus terminated the revision of its entire draft, which will be published immediately.

The Experts will meet next January to complete the commentary on the draft.



### 3. COMMUNICATIONS AND TRANSIT.

#### (a) *The Fourth General Conference on Communications and Transit.*

The Fourth General Transit Conference met at Geneva from October 12th to 24th, under the presidency of M. de Vasconcellos, appointed by the Council. It was attended by thirty-eight countries, including three non-Member States, namely, Egypt, the United States, and Turkey.

The States represented were: S. Africa, Albania, Argentine, Austria, Belgium, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Egypt, Estonia, Finland, France, Germany, Great Britain, Greece, Hungary, India, Ireland, Italy, Japan, Latvia, Lithuania, Luxemburg, Mexico, the Netherlands, Norway, Poland, Portugal, Peru, Roumania, Siam, Sweden, Switzerland, Turkey, the United States, Uruguay, and Yugoslavia. There were also present representatives of the Saar Governing Commission, the Free City of Danzig, and of the following organisations invited in an advisory capacity: International Air Traffic Association, the International Chamber of Commerce, the International Meteorological Committee, the Central Rhine Navigation Commission, the International Commission of the Danube, the International Commission of the Elbe, the International Commission for Air Navigation, the Permanent Technical Commission for the Danube Hydraulic System, the International Shipping Conference, the International Federation of Transport Workers, the International Federation of Syndicates, Christian Factory and Transport Workers, the Central Office for International Railway Transport, the International Railway Union, the International Broadcasting Union, as well as experts appointed by the Transit Committee.

The discussion on calendar reform,\* which figured on the Conference's agenda, was attended by observers from the Anglican Church, the Universal Council of Life and Work, the Religious Authorities in the Netherlands, the International Israelite Committee concerning the reform of the Calendar, the League for Safeguarding the Fixity of the Sabbath, the General Conference of Seventh-Day Adventists, the American National Committee for the Simplification of the Calendar, the International Religious Liberty Association, the International Calendar Organisation, the World Calendar Association, the *Reichsstädtebund*, the Australasian Conference Association and the Australasian Union Conference, the University

Association for the Study of Calendar Reform, the British Parliamentary Committee on Calendar Reform, and the Lord's Day Observance Society.

The Conference appointed as Vice-Chairmen M. Silvain Dreyfus, Chairman of the Transit Committee, and M. Djouritchitch, Chairman of the Preparatory Committee of the Conference.

The questions concerning the stabilisation of movable feasts and the simplification of the Gregorian calendar were considered by the Committee.

Other points on the agenda (report on the work done by the Transit Committee since the last Conference, renewal of the Committee, measures in the case of serious conditions of a general character affecting means of communication, interruptions of transit routes) were discussed by the Conference in plenary meetings.

#### *Work of the Transit Committee.*

The Conference reviewed the work of the Transit Committee since the third General Conference and adopted two resolutions, one concerning the international transport of goods by rail, the other barriers to maritime navigation.

(a) *Negotiable Document for the International Transport of Goods by Rail.*—The Conference recognised the utility from the economic and commercial point of view of the creation of a negotiable transport document for the international transport of certain goods by rail over certain routes. It was, however, of opinion that the introduction of such a transport document might involve difficulties of a legal, administrative, technical, and financial nature in certain countries.

Hoping that it would prove possible to surmount these difficulties, it requested the Transit Committee to continue its work, in co-operation with the International Chamber of Commerce and the International Railway Union, and recommended the Council to draw the attention of Governments to the importance of the problem, in order that a practical solution might intervene within the shortest period compatible with the provisions of the International Convention for the Transport of Goods by Rail.

(b) *Barriers to Maritime Navigation.*—The Conference proceeded to an exchange of views regarding barriers to maritime navigation. It noted the statements made by several delegations indicating the measures already taken to remedy certain hindrances. It requested the Transit Committee to study, in collaboration with the interested Governments, any measures

\* See Monthly Summary, Vol. XI., No. 6, p. 162.

calculated to remove such barriers to maritime navigation as had been notified or might be notified in future.

#### *Interruption of Transit Routes.*

The Conference was of opinion that, should international transit through the territory of one or more States suffer serious interruption, those States whose means of transport can be of help in establishing traffic temporarily in place of the interrupted traffic, should co-operate, each in its own territory, in the establishment of this temporary traffic. Further, it should be understood that, subject to the provisions of international undertakings concerning transport, the passengers or the goods carried would, as far as possible, and as far as compatible with their interests, be forwarded by a new route involving the shortest possible détour.

This problem was raised at the Third General Conference by the Hungarian delegation and was referred to the Transit Committee, which, in its turn, referred it to a smaller committee. The latter had expressed the opinion that the question should be dealt with by recommendation rather than by convention. In adopting this recommendation the Conference subscribed to the opinions expressed by the Transit Committee and the Sub-Committee.

#### *Calendar Reform.*

The question of calendar reform includes two aspects, the fixing of movable feasts and the simplification of the Gregorian calendar.

The Conference, sitting first as a Committee, discussed both these aspects and then adopted, at a plenary meeting, an Act concerning the economic and social character of the fixing of moveable feasts, and decided to forward to the Governments invited a statement concerning the economic and social aspects of the simplification of the Gregorian calendar.

(a) *The Fixing of Movable Feasts.*—The Conference was called upon to express an opinion as to the desirability, from an economic and social point of view, of fixing movable feasts. It adopted the following Act :

Whereas the present instability of movable feasts disturbs the regularity of industrial, financial, commercial and judicial activities, as well as the application of a normal plan of school and university studies ;

And whereas, the Easter season being almost universally a holiday period, the stabilisation of this festival at a suitable time would offer genuine advantages to the population as a whole, and especially to employers and employees in all branches of industry, finance and commerce ;

And whereas large sections of the population and particularly economic circles and those

interested in education have expressed the almost unanimous desire that movable feasts should be fixed ;

And whereas stabilising the movable feasts is a pre-eminently religious question and any solution of the problem therefore depends on the free decision of the religious authorities ;

And whereas the Conference has noted that, according to the views expressed by the Special Committee on Calendar Reform, which included representatives appointed by the Holy See, His Holiness the Œcumenical Patriarch, and His Grace the Archbishop of Canterbury, consideration of calendar reform, as regards both the stabilisation of Easter and the more general question of the reform of the Gregorian calendar, does not encounter difficulties which can be regarded in advance as insurmountable ;

And whereas the Conference has also noted that, by a letter dated March 7th, 1924, sent to the Secretary-General of the League of Nations through the Apostolic Nuncio in Switzerland, the Holy See announced that, if it were proved that the general welfare called for changes in the venerable traditions at present followed in determining ecclesiastical feasts, particularly the feast of Easter, the Holy See would only examine the question on the preliminary recommendation of an Œcumenical council ;

And whereas, in the preliminary proceedings, the other religious bodies interested have raised no objection to the fixing of movable feasts provided that such reforms meet with the approval of all the Christian churches ;

And whereas it is the duty of the Conference to voice the opinion of the Governments on the secular aspects of stabilising Easter and the movable feasts dependent thereon ;

The General Conference declares :

That the Governments whose representatives at the Conference have voted for this declaration, or which inform the Secretary-General of the League of Nations before May 1st, 1932, that they endorse this declaration, consider, from the economic and social standpoint, that the common good calls for the stabilisation of movable feasts ;

As regards the day that might be selected for the feast of Easter, most of the Governments whose representatives have expressed any opinion on the matter have pronounced in favour of the Sunday following the second Saturday in April.

The Council of the League of Nations is asked to bring this Act to the notice of the religious authorities concerned, expressing the hope at the same time that they will consider in the most favourable spirit what action they may take in the matter. The Council is also requested to notify the Governments invited to the Conference, before April 30th, 1933, of any views expressed by the religious authorities on this Act and on the action which they may propose to take upon it.

(b) *Simplification of the Gregorian Calendar.*—The Conference took note of the report of the Preparatory Committee and heard statements by representatives of various Governments. Almost unanimously the delegates expressed the opinion that the present moment was not favourable for a modification of the Gregorian calendar.

The Conference did not think fit to express any opinion on the principle of calendar reform; it nevertheless considered that the Conference of the Transit Committee, through the agency of its special committee for the reform of the calendar and the national committees set up in consequence of an Assembly resolution and the Preparatory Committee for the Conference had not been in vain. For the first time, public opinion as a whole had begun to be in a position seriously to discuss the advantages and drawbacks of the simplification of the Gregorian calendar. For the first time, also, it had begun to perceive clearly that it rested with it alone to take whatever decision it considered advisable with regard to this simplification.

The Conference invited the Transit Committee to pursue its efforts with a view to enlightening public opinion in regard to the advantages or disadvantages of calendar reform.

#### *Renewal of the Committee.*

The Conference renewed the membership of the Transit Committee. In accordance with the Statute of the Transit Organisation, it is composed of eighteen members, five of whom are appointed by the States holding a permanent seat on the Council, the other thirteen being elected by States nominated for the purpose by the Conference.

The following countries were accordingly requested to appoint one member to sit on the Committee for a period of four years: Argentine, Belgium, China, Cuba, Czechoslovakia, Denmark, Finland, Hungary, Poland, Portugal, Spain, Switzerland, and Uruguay.

#### *(b) Committee on Public Works and National Equipment.*

By a resolution of the twelfth Assembly, the Council was instructed to refer to a Committee set up by the Transit Organisation the examination of such concrete proposals as the various Governments might make to it regarding the execution of important public works to be jointly undertaken by public or private groups on European or extra-European territory.\*

The Committee on Public Works and National Equipment held its constitutive session from October 14th to October 15th at Geneva. It includes Dr. J. Dorpmüller, Director-General of German Railways (Chairman); Sir John Brooke, Electricity Commissioner, London, Member of the Permanent Committee on Electric Questions of the Transit Organisation; M. C. Buttini, Chief Engineer of the Italian Civil Engineering

Department; M. P. G. Hörmell, Member of the Swedish Academy of Technical Science, former professor at the Royal Polytechnical University; M. J. B. Van der Houven van Oordt, former President of the Netherlands Shipbuilders' Association; M. Ito, Assistant Director of the Japanese League of Nations Office, Member of the Advisory Committee for Communications and Transit; M. René Mayer, *Maître des requêtes honoraire* at the French Council of State, Member of the Permanent Legal Committee of the Transit Organisation; and M. M. S. Okceki, Adviser at the Polish Ministry of Public Works; M. Silvain Dreyfus, Vice-President of the General Council of Roads and Bridges and of the High Council of Public Works, France, President of the Advisory and Technical Committee for Communications and Transit, represents that body on the Committee. In accordance with the Assembly resolution, the following representatives of the International Labour Organisation:

M. G. de Michelis, Member of the Governing Body of the International Labour Office, representative of the Italian Government on this body.

*Substitute:* His Excellency M. F. Sokal, Member of the Governing Body of the International Labour Office, representative of the Polish Government on this body.

M. A. Lambert-Ribot, Member of the Governing Body of the International Labour Office, employers' representative (French) on this body.

*Substitute:* M. H. Vogel, Member of the Governing Body of the International Labour Office, employers' representative (German) on this body.

M. L. Jouhaux, Member of the Governing Body of the International Labour Office, workers' representative (French) on this body.

*Substitute:* M. Ch. Schürch, Member of the Governing Body of the International Labour Office, workers' representative (Swiss) on this body—

and M. van Langenhove, Secretary-General of the Belgian Ministry for Foreign Affairs, representing the Economic Committee, were also present at the meeting.

The Committee's duty is to examine concrete proposals submitted by Governments, especially from the point of view of the utility and productivity of the works contemplated.

As present economic circumstances call for as expeditious a procedure as possible, the proposals

\* See Monthly Summary, Vol. XI, No. 6, p. 161, and No. 9, pages 239 and 270.

should take the form of schemes which have been sufficiently worked out for the Committee to examine them thoroughly as regards the technical and economic equilibrium of the operations contemplated and their financial possibility. The detailed schemes submitted to the Committee should afford it an accurate idea of the cost of the works, the number of days of labour they would require, and the manner in which employment would be spread over a period of time. The Committee considered that it would be desirable that the Government's choice should, to a great extent, be dictated by an estimate of the productivity of the works. In its opinion it was not for the moment necessary to consider schemes which

would increase the industrial or economic equipment of countries in which the equipment was not fully utilised or fully productive, and it considered it undesirable that fresh capital be sunk in works having such a character. On the other hand, undertakings which would bring about not an increase in means of production but a better distribution of manufactured wares or foodstuffs, a fall in production and transport prices, the introduction of new markets or purchasers, seemed to merit first consideration, with the primary object of improving conditions of life in countries where unemployment was particularly serious or where the national equipment was as yet insufficiently developed.

## VI.—INTELLECTUAL CO-OPERATION.

### FOURTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Governing Body of the International Educational Cinematographic Institute held its fourth annual session at Rome on October 12th and 13th, under the presidency of M. Rocco, Italian Minister of Justice.

The agenda included the consideration (1) of the report on the administration of the Institute during the past year, the accounts, and the budget for the coming year; and (2) of the programme of work drawn up by the Director of the Institute in agreement with the Permanent Executive Committee, which supervises the execution of the Governing Body's decisions in the intervals between its sessions.

### PRESERVATION OF ARTISTIC AND HISTORICAL MONUMENTS.

The International Conference for the study of the preservation of Artistic and Historical Monuments, summoned by the International Museums Office, met at Athens from October 21st to 30th, under the presidency of M. Jules Destrée.

The agenda included the question of a summary of the laws in force in the different countries regarding this matter, as well as a discussion of the general principles and of methods of restoring monuments, etc.

A detailed report of these two meetings will be given in the next number of the *Summary*.

## VII.—ADMINISTRATIVE QUESTIONS.

### MANDATES.

#### *Twenty-first Session of the Mandates Commission.*

The twenty-first session of the Permanent Mandates Commission opened at Geneva on October 26th, under the presidency of Marquis Theodoli.

The Commission heard its Chairman on the Council and Assembly debate concerning mandates, and noted a report from the Director of the Mandates Section on the work done since the last session.

The agenda includes an examination of the annual reports of the mandatory Powers on Iraq (British Mandate), Togoland and the Cameroons under British Mandate, Togoland and the Cameroons under French Mandate, Tanganyika (British Mandate), Ruanda Urundi (Belgian Mandate), Western Samoa (New

Zealand Mandate), and the Pacific Islands under Japanese Mandate. It also includes certain general questions concerning the liquor traffic and the principle of economic equality, as well as a study, at the request of the Council, of the proposal of the British Government for the emancipation of Iraq from the Mandate.

The meeting was attended by Mlle. V. Dannevig (Norwegian), Lord Lugard (British), M. Merlin (French), M. Pierre Orts (Belgian), M. L. Palacios (Spanish), Count Penha Garcia (Portuguese), M. William Rappard (Swiss), Dr. J. Ruppel (German), M. D. Van Rees (Vice-Chairman) (Netherlands), M. N. Sakenobe (Japanese), Marquis Theodoli (Chairman) (Italian), and Mr. Weaver, representing the International Labour Organisation.

An account of the proceedings will be given in a later number.

## VIII.—POLITICAL QUESTIONS.

APPEAL OF THE CHINESE GOVERNMENT UNDER  
ARTICLE 11 OF THE COVENANT.

In its resolution of September 30th, 1931,\* the Council had decided, in the absence of any unforeseen occurrence which might render an immediate meeting essential, to meet again at Geneva on October 14th, to consider the situation as regards the Chinese appeal under Article 11 of the Covenant. The President of the Council was authorised to cancel the meeting should he decide, after consulting his colleagues, that, in view of such information as he might have received as to the development of the situation, the meeting was no longer necessary.

After adjourning the session, the Japanese Government, in a series of communications, drew the Council's attention to the development of the anti-Japanese movement in China.

On October 9th the Chinese representative, Mr. Sao Ke Alfred Sze, addressed a letter to the Secretary-General, asking for an urgent meeting of the Council, since the Japanese forces had undertaken fresh operations of an offensive character in Manchuria. On October 8th a certain number of Japanese aircraft had bombed the city of Chin-Chow, in which the Manchurian Provincial Government was provisionally installed, causing several deaths.

The Acting President of the Council, M. Lerroux, immediately telegraphed to the Chinese and Japanese Governments, recalling the obligations they had entered into before the Council. At the same time he decided to summon the Council at Geneva on October 13th. Before asking that the Council should meet, the Chinese Government, in its note of October 5th to the Japanese Government, had informed the latter of the appointment of two representatives to take over the localities evacuated by the Japanese troops. Having received no reply, the Nanking Government instructed its Minister in Tokio to ask the Japanese Government immediately to indicate the Manchurian localities that would be handed over to the Chinese authorities during the week. The Japanese Government, replying on October 9th, had recalled that the withdrawal of troops into the railway zone was subject to the security of the Japanese railways and the protection of the life and property of Japanese nationals in Manchuria, adding that, in the present circumstances, the most urgent task for both Governments was to tranquillise excited national feeling by promptly establishing, by direct

negotiation, the fundamental points that might constitute a basis for the restoration of normal relations. Once national feeling had been calmed by direct negotiations the Japanese troops could, without excessive risk, regain the railway zone. Japan expressed her willingness to enter into immediate negotiation with China regarding the fundamental points.

On October 12th the Japanese Government, replying to the President of the Council, recalled that it had always been convinced that the friendly solution of the incident could only be obtained by direct negotiation between Japan and China, and expressed its willingness to negotiate with the responsible representatives of China in regard to certain important principles, which should serve as a basis for the maintenance of normal relations between the two countries.

The Chinese Government on October 12th, replying to the Japanese note of the 9th, stated that it would continue to make every effort to protect the life and property of Japanese nationals. The difficulties which had intervened as regards trade between the two countries were, the Chinese Government added, the unavoidable result of the operations of the Japanese troops. Once the Japanese Government had endeavoured to remove the cause of the present deplorable situation, the relations between the two countries would improve.

*The Council's Invitation to the United States.*

At the Council meeting of October 13th the Spanish representative, M. de Madariaga, said that the Acting President of the Council, M. Lerroux, detained in Madrid by his duties there, was unable, to his very great regret, to preside over the meetings to be held in continuation of the sixty-fifth session. M. Lerroux had asked M. de Madariaga to suggest that M. Briand (France), who should normally have occupied the Chair, but who, in accordance with a tradition of courtesy, had left to Spain the presidency of the second September session, should take the Chair this time. M. Briand took the Chair.

After thanking the Spanish representative, he said that, when adopting its resolution of September 30th, the Council had hoped that the meeting of October 14th would prove unnecessary, because the two parties would, as far as possible, have carried out the undertakings they had accepted. He noted that the Council's hopes had not been realised, and

\* See Monthly Summary, Vol. XI., No. 9, page 248.

drew attention to the exchange of notes between the Chinese and Japanese Governments.

M. Sze (China) and M. Yoshizawa (Japan) were then heard.

M. Sze said that it was essential to devise means of securing the prompt and complete withdrawal of the Japanese troops to the positions occupied by them prior to September 18th, and, in general, the restoration of the *status quo ante*. This step should not involve questions of fact existing prior to September 18th, nor should it be confused with the later distinct steps that would have to be taken in order that satisfactory relations between China and Japan might be fully re-established and maintained. For China the Covenant and the Paris Pact remained the two sheet anchors. If these were to fail the whole edifice would collapse. China confidently entrusted her destinies to the hands of the League.

M. Yoshizawa drew attention to the "indescribable treatment and molestation of Japanese nationals in China." He then gave a historical summary of the relations between Japan and Manchuria, as well as of the incidents of which these Provinces had been the scene during the summer of 1931 up to September 18th. He thought that if the Chinese Government were to make serious efforts to check the anti-Japanese agitation and to arrive, in common accord with the Japanese, at a preliminary basis for the re-establishment of normal relations, it would do much to promote pacification, and thus remove the most serious obstacle to the withdrawal of the troops.

During the Council debate the opinion had been expressed that the question before the Council concerned the observance not only of the obligations arising under the Covenant, but also of those of the Paris Pact (Article 2).<sup>\*</sup> Foremost among the signatories of the Paris Pact were the United States, one of the actual proponents. Also the American Government had expressed its sympathy with the attitude adopted by the League, and its desire to reinforce its action. In a private meeting on October 15th, the President of the Council proposed to invite the United States Government to send a representative to sit at the Council table. This representative, he said, would thus be in a position to express an opinion as to how, either in view of the present situation or of its future development, effect could best be given to the provisions of the

Pact. By this means also, opportunity would be afforded him of following the deliberations on the problem as a whole. The President expressed his conviction that the action undertaken in virtue of the Pact could but strengthen the efforts of the Council under the Covenant.

The Japanese representative, to whom this proposal had been communicated, had expressed certain doubts on constitutional grounds. By a letter addressed to M. Briand before the Council met on October 15th, M. Yoshizawa said that, in his Government's view, certain points needed to be cleared up:

"(1) When there is any question of inviting a Member of the League or a non-Member State (we will assume that they are on a footing of equality according to the Covenant) to send a representative to sit on the Council, ought it not to be settled whether the question before the Council specially affects the interests of that Member or non-Member State (Article 4, paragraph 5)?

"(2) When a question is brought before the Council under Article 11 of the Covenant, can there be any Member or non-Member State whose interests are specially affected by the matter within the meaning of Article 4, paragraph 5?

"(3) When the Council decides to invite a non-Member State to send a representative to the Council, on what footing will he sit in the Council?

"If he sits as an observer according to League precedent, is he entitled to take part in the discussions?

"If he sits on a footing of equality with the Members of the Council, has he the same rights and duties as they have?

"(4) If the Council should decide to invite a non-Member State to be present at the proceedings of this session, would it be the Council's intention to create a precedent which would necessarily be followed whenever any matter was brought before the Council under Article 11?

"(5) Should not the Council's decision to invite a non-Member State to send a representative to sit in the Council be taken unanimously, according to the normal rule laid down in the Covenant?"

This letter was communicated to the Council, together with the reply of the President of the Council, of which the following are the principal passages:

"My impression is that that letter is based on a misconception. Article 4, paragraph 5, of the Covenant does not come into the matter. It has never been suggested that the representative of the United States of America should be invited to sit as a Member of the Council; but at the outset the Council unanimously decided to communicate all information relating to the question to the United States Government, and to ask the latter to make any communications to the Council that it might think fit. That is what has been done, and, accordingly, the Council has on several occasions received important communications from the United States Government. The present proposal, made with the same intention and in

<sup>\*</sup> The High Contracting Parties agree that the settlement or solution of all disputes or conflicts, of whatever nature or of whatever origin they may be, which may arise among them, shall never be sought except by pacific means.

order to co-ordinate the joint efforts of the Council and the United States Government, is that the latter should be invited to send a representative who would sit at the Council table, but not as a Member.

"In any similar case which may occur in the future, the Council will probably decide to act in the same way.

"As you will see, the question of the proposed invitation is quite definitely one of procedure, and can therefore be decided by a majority vote."

Before the Council, M. Yoshizawa said that the substance of the President's reply, which had just been read, was at complete variance with his own opinion on the matter. Under these circumstances he could not accept the proposal. It was not in his opinion a question of procedure; all decisions on questions arising under Article 11 had to be unanimous, and in this connection he read a legal memorandum. To clear up the doubts which prevented him from giving a definite reply he proposed that the Council should refer the matter to a Committee of legal experts, which would report to it.

The President, Lord Reading, and M. de Madariaga explained why they considered that the question of the invitation was one of procedure. Replying to Lord Reading, M. Yoshizawa said that he could not give a final answer as to whether he would or would not be able to accept the result of the experts' examination. Before passing to the vote, the President noted that the question of principle relating to co-operation with the United States had been raised on September 22nd. The Council had then unanimously decided that it was desirable to establish contact with the United States Government and to co-operate with it by correspondence. The question was now merely whether the contact should in future take the form of communications by word of mouth. The preliminary question had already been settled, and the constitutional point raised by the Japanese representative would be duly reserved. The proposal of the Japanese representative to appoint a committee of legal experts to study the constitutional difficulty was rejected by twelve votes to two (Germany and Japan). The President's proposal to invite the United States Government to send a representative to take part in the work of the Council was adopted by thirteen votes to one (Japan).

The next day, October 16th, the Council confirmed its decision at a public meeting. The Polish, Yugoslav and Norwegian representatives recalled that the constitutional questions raised had been entirely reserved, as well as that whether the principle under discussion should be considered as a point of procedure or as a question of substance, and that of the

authority competent to decide whether a question was one of procedure or of substance. At the end of the meeting the President forwarded the invitation to the United States Government.

At the beginning of the afternoon the American Consul at Geneva, Mr. Prentiss Gilbert, made known that he was instructed by the Secretary of State to accept the invitation to send a representative to sit on the Council, "so that he may be in a position to consider with the Council the relationship between the provisions of the Paris Pact and the present unfortunate situation in Manchuria, and at the same time to follow the deliberations of the Council with regard to other aspects of the problem with which it is now confronted." Mr. Prentiss Gilbert also informed the Council that he had been appointed to act as United States representative. At the end of the afternoon he took his seat at the Council table.

Welcoming the American representative, the President expressed his satisfaction at seeing publicly manifested "in a clearer form the spirit of good understanding and loyal co-operation which had throughout united the efforts of the United States of America and the League of Nations since the beginning of the dispute." He recalled that this was not the first link between the United States and the League, since the Pact of Paris had already placed on record their common determination not to seek the solution of disputes except by pacific means.

Mr. Prentiss Gilbert thanked the President, and then explained that the United States agreed to participate in the discussions in so far as the Pact of Paris was concerned. His Government did not seek to intrude with respect to such measures as might be proposed under the Covenant.

Successively the British, Italian, German, Spanish, Guatemalan, Irish, Polish, Panama, Yugoslav, Chinese, and Peruvian representatives expressed their satisfaction at seeing the United States representative take part in the work of the Council.\*

On October 17th most of the Governments represented on the Council decided, as signatories of the Paris Pact, to send through their diplomatic representatives in Nanking and Tokio an identical note to the Chinese and Japanese Governments calling their attention

\* In a private meeting, on October 19th, the Norwegian representative expressed his satisfaction at this co-operation, and at the public meeting of October 22nd, the Japanese representative, while maintaining his legal standpoint, assured the United States representative that the traditional policy of his country was to promote good relations with the United States.

to the provisions of the Pact in question and, more particularly, to Article 2. The French Government was requested to inform the other signatories by telegram of this action. On the receipt of the French communication the United States Government, through its diplomatic representative, sent an identical note to the Chinese and Japanese Governments.

The Chinese Government replied on October 21st that, since the beginning of the dispute, it had refrained from employing force and had sought a just and adequate settlement by pacific means. The Japanese Government replied on October 22nd that the guarding of the South Manchuria Railway had been occasioned solely by the necessity of self-defence and of defending the life and property of Japanese nationals, and nothing was further from its intentions than to resort to war for the solution of difficulties between Japan and China; the Japanese Government was firmly decided to settle these difficulties by pacific means, and was prepared to enter into negotiations with the responsible representatives of China with a view to removing present difficulties. It had no intention of taking any measures likely to impede efforts to secure the pacific settlement of the dispute. On the other hand, the Japanese note drew attention to the fact that the anti-Japanese movement which had developed in China was approved by the Chinese Government and that this, therefore, could not be considered as being in conformity with the terms or spirit of Article 2 of the Paris Pact.

#### *The Council Resolution.*

From October 16th to 22nd the Members of the Council, with the exception of the parties, met several times in secret. During the same period the President had frequent interviews and numerous conversations with the Chinese and Japanese representatives.

On October 22nd, at a public meeting, the President noted that the conflict showed no change for the worse, and that the League had succeeded in circumscribing it within its present limits. He summarised the divergent points of view of the Chinese and Japanese Governments, and stated that the Members of the Council, with the exception of the parties, had unanimously agreed upon a draft resolution which read as follows:

"The Council,

"In pursuance of the resolution passed on September 30th;

"Noting that in addition to the invocation by the Government of China, of Article 11 of the Covenant, Article 2 of the Pact of Paris has also been invoked by a number of Governments;

"(1) Recalls the undertakings given to the

Council by the Governments of China and Japan in that resolution, and in particular the statement of the Japanese representative that the Japanese Government would continue as rapidly as possible the withdrawal of its troops into the railway zone in proportion as the safety of the lives and property of Japanese nationals is effectively assured, and the statement of the Chinese representative that his Government will assume the responsibility for the safety of the lives and property of Japanese nationals outside that zone—a pledge which implies the effective protection of Japanese subjects residing in Manchuria;

"(2) Recalls further that both Governments have given the assurance that they would refrain from any measures which might aggravate the existing situation, and are therefore bound not to resort to any aggressive policy or action and to take measures to suppress hostile agitation;

"(3) Recalls the Japanese statement that Japan has no territorial designs in Manchuria, and notes that this statement is in accordance with the terms of the Covenant of the League of Nations, and of the Nine-Power Treaty, the signatories of which are pledged 'to respect the sovereignty, the independence, and the territorial and administrative integrity of China';

"(4) Being convinced that the fulfilment of these assurances and undertakings is essential for the restoration of normal relations between the two parties;

"(a) Calls upon the Japanese Government to begin immediately and to proceed progressively with the withdrawal of its troops into the railway zone, so that the total withdrawal may be effected before the date fixed for the next meeting of the Council;

"(b) Calls upon the Chinese Government, in execution of its general pledge to assume the responsibility for the safety of the lives and property of all Japanese subjects resident in Manchuria, to make such arrangements for taking over the territory thus evacuated as will ensure the safety of the lives and property of Japanese subjects there, and requests the Chinese Government to associate with the Chinese authorities designated for the above purpose representatives of other Powers in order that such representatives may follow the execution of the arrangements;

"(5) Recommends that the Chinese and Japanese Governments should immediately appoint representatives to arrange the details of the execution of all points relating to the evacuation and the taking over of the evacuated territory so that they may proceed smoothly and without delay;

"(6) Recommends the Chinese and Japanese Governments, as soon as the evacuation is completed, to begin direct negotiations on questions outstanding between them, and in particular those arising out of recent incidents as well as those relating to existing difficulties due to the railway situation in Manchuria. For this purpose, the Council suggests that the two parties should set up a conciliation committee, or some such permanent machinery;

"(7) Decides to adjourn till November 16th, at which date it will again examine the situation, but authorises its President to convoke a meeting at any earlier date should it in his opinion be desirable."



The Chinese representative, M. Sze, asked for time to consult his Government.

M. Yoshizawa made a statement on the situation in Manchuria which was, he said, rendered particularly dangerous by the presence of many gangs of bandits and troops of fugitive soldiers. This prevented him from fixing a definite date for the complete withdrawal of the troops, although the Japanese Government had always desired to withdraw as soon as possible the few effectives still outside the zone.

On October 23rd, M. Sze informed the Council that his Government, although it had hoped that this time the Council would have found it possible to settle the question of the withdrawal of the Japanese troops speedily and completely, authorised him to accept the resolution, which it considered as a bare minimum. The time-limit fixed for the withdrawal seemed very long to the Chinese Government, and M. Sze explained that the terms "evacuation and taking over of evacuated territory" in the resolution should be understood as including all Japanese forces of a military or semi-military character (gendarmes, police, and aircraft of all kinds). All Chinese property confiscated by the Japanese since September 18th should be restored, and all banking or other commercial or industrial establishments should be released from all forms of constraint. At the same time he asked the Members of the Council and the United States representative if they would accept an invitation, which would be forwarded immediately, to appoint representatives to be associated with the Chinese authorities under paragraph 4 (b) of the Council resolution.

He then drew attention to the fact that, for his Government, paragraph 6 of the resolution made it clear that the only subject at present being dealt with by the Council was the withdrawal of the troops. In the view of the Chinese Government the only problem to be examined after the withdrawal would be that of the responsibility and assessment of damages for the events that had occurred since September 18th. China would reject any attempt to make the military invasion of Manchuria an occasion for the solution of other claims, but, when the present incident had been settled, she would willingly agree to discuss every issue between China and Japan in the most friendly spirit.

The President then read a counter resolution submitted by M. Yoshizawa.

In this draft paragraphs 1, 2 and 3 were the same as those of the Council resolution.\* On

\* But in Article 3 there was a slight change. The Japanese counter-draft proposed to replace the words "terms of the Covenant" in the Council resolution by "spirit of the Covenant." On October 24th, however, M. Yoshizawa accepted the text submitted by the President of the Council.

the other hand, paragraphs 4, 5, 6, 7 and 8 of the counter-draft read as follows:

"(4) Again notes the statement by the representative of Japan made on October 13th to the effect that the Japanese Government would withdraw those of its troops still remaining in a few localities outside the said zone as the present atmosphere of tension clears and the situation improves, by the achievement of a previous understanding between the Chinese and Japanese Governments as regards the fundamental principles governing normal relations—that is to say, affording an assurance for the safety of the lives of Japanese nationals and for the protection of their property;

"(5) Recommends the Chinese and Japanese Governments to confer together at once with a view to arriving at the understanding mentioned in paragraph 4;

"(6) Recommends the Chinese and Japanese Governments to appoint representatives to arrange the details of execution of the evacuation and of taking over the districts evacuated;

"(7) Asks the Chinese and Japanese Governments to be so good as to keep the Council informed of the progress of the negotiations between them and the position as regards the execution of the present resolution;

"(8) Authorises its President to take, after examination of the above communications, all such measures as he may think necessary to ensure the carrying out of the present resolution, and to convene the Council at any time with a view to a fresh examination of the position."

Explaining the resolution, M. Yoshizawa said that the Japanese Government, in view of the present condition of disorder in Manchuria, considered it impossible to fix a definite date for the end of the evacuation. His Government considered it absolutely essential that the excitement at present prevailing should subside, and had laid down a number of fundamental principles upon which normal relations between China and Japan should be based.

The Chinese representative said that he could not accept the Japanese Government's draft.

Lord Cecil (Great Britain) asked M. Yoshizawa what he meant by "fundamental principles."

M. Yoshizawa said that these principles were those which would, in the first place, give an assurance that the lives and properties of Japanese nationals would be effectively safeguarded.

On October 24th, in the morning, M. Yoshizawa repeated that the fundamental principles were only intended to bring about pacification and to facilitate the restoration of normal relations between the two countries. As he had no objection to the Council meeting on November 16th, he would agree to suppress paragraph 8 of his resolution, and to replace it by paragraph 7 of the President's draft.

To further questions put by Lord Cecil and M. de Madariaga regarding the fundamental

principles, M. Yoshizawa replied that his Government had a certain idea regarding that matter which he could not officially communicate to the Council before being authorised to do so. He added that it was natural that his Government should desire to begin negotiations with China with a view to reaching an agreement on a certain number of questions in order to safeguard the rights and property of Japanese nationals in Manchuria. His Government considered it absolutely necessary to arrive at an agreement with China before the evacuation. In another speech he said he could not set forth the fundamental principles in a resolution as they would have to be discussed between the two countries.

In the afternoon of the 24th, although M. Yoshizawa had said that he could not accept the resolution of the 22nd because it did not seem to him sufficiently to ensure the safety of Japanese nationals in Manchuria, the Council passed to the vote. The Japanese counter-draft was first voted upon, Japan alone voting for it. The vote on the President's resolution was taken by roll-call, and with the exception of Japan all the Members of the Council voted in favour of the resolution of October 22nd.

The President expressed his regret that it had not been possible to achieve unanimity. In these circumstances, independently of the vote taken, which retained its full moral force, the Council still had before it, from the legal standpoint, a valid resolution, that of September 30th, which retained its entire executory force.

Before adjourning to November 16th, the President asked the United States representative to convey to his Government the Council's thanks for the co-operation of the United States within the limits assigned. He expressed the hope that during the period which would elapse until November 16th, Japan would continue the evacuation.

In the evening of October 24th, M. Sze, replying to observations made before the Council by Lord Cecil regarding the observance of Chinese obligations, addressed the following declaration to the President:

"China, like every Member of the League of Nations, is bound by the Covenant to 'a scrupulous respect for all treaty obligations.' The Chinese Government for its part is determined loyally to fulfill *all* its obligations under the Covenant. It is prepared to give proofs of this intention by undertaking to settle all disputes with Japan as to treaty interpretation by arbitration or judicial settlement, as provided in Article 13 of the Covenant.

"In pursuance of this purpose the Chinese Government is willing to conclude with Japan a treaty of arbitration similar to that recently concluded between China and the United States,

or to those concluded of recent years in increasing numbers between Members of the League."

On the other hand, the Japanese Government, in a declaration published in Tokio on October 26th and communicated to the Council on October 27th, intimated that the fundamental principles which it had in mind related to:

- (1) Mutual repudiation of aggressive policy and conduct;
- (2) Respect for China's territorial integrity;
- (3) Complete suppression of all organised movements interfering with freedom of trade and stirring up international hatred;
- (4) Effective protection throughout Manchuria of all peaceful pursuits undertaken by Japanese subjects;
- (5) Respect for treaty rights of Japan in Manchuria.

In conclusion, the Japanese Government stated that its willingness remained unaltered to open negotiations with the Chinese Government on the subject of the basic principles above formulated regarding the normal relations between the two countries, and on the subject of the withdrawal of the Japanese troops to the South Manchurian railway zone.

On October 29th the President of the Council, M. Briand, addressed a letter to M. Yoshizawa submitting certain observations regarding the Japanese Government's communication. When, on September 30th, the Council had adopted its resolution, the Japanese Government had not indicated that matters such as an agreement as to treaty rights of Japan in Manchuria were in any way connected with the safety and the lives and property of Japanese nationals.

As regards the first four fundamental principles, the three first paragraphs, which are identical of the draft resolutions submitted to the Council on October 24th, one of which was accepted by China and the other presented by Japan, show that both Governments are in entire agreement as to these points. As regards the fifth point, the President of the Council drew the attention of the Japanese representative to the declaration forwarded by M. Sze on October 24th, concerning the observance of the treaty obligations. The Chinese Government had thus entered before the Council into engagements which were in conformity with the fundamental principles mentioned by Japan.

In these circumstances, M. Briand expressed the confident hope that Japan, in accordance with the resolution of September 30th and the repeated statements of her representative at the last Council meeting, would continue as rapidly as possible the withdrawal of her troops into the railway zone, and would thus be able to

carry out that intention to the full in the shortest possible time.

As regards the safety of the life and property of Japanese nationals in the territories evacuated by the troops, M. Briand's letter drew the attention of the Japanese representative to paragraph 5 of the Council resolution of October

24th, which recommended both Governments to appoint immediately representatives to settle the details relating to the carrying out of the evacuation and to the taking over of the evacuated territories, in order that these operations might be carried out in a regular manner and without delay.

## IX.—SOCIAL AND HUMANITARIAN QUESTIONS.

### MEETING OF THE PERMANENT CENTRAL OPIUM BOARD.

The Permanent Central Opium Board met at Geneva from October 19th to 22nd, under the presidency of Mr. Lyall (British).

The President informed the Board of the death of Sir Basanta Mullick, and decided to send his family a letter of sympathy.

The agenda of the Board included a report of its Secretary on the progress made since its last session. This report concerns all questions concerning the work of the Board, in particular the situation as regards the ratification of the Geneva Convention of 1925, quarterly statistics, the Limitation Convention, seizures, etc. It also included an examination of a table of discrepancies and that of a comparative table concerning statistics for the second quarter of 1931; the definition of the term "stocks in the hands of wholesale dealers"; the possible relation between the number of drug addicts in a country and the seizures effected in that country.

The Board noted that the Geneva Convention of 1925 was of all League Conventions that which had received the greatest number of ratifications.

Desiring to leave the Cuban Government (which had just ratified the Convention) time to complete the re-organisation of its services, dealing with the control of narcotics, the Board decided not to press it for statistics until 1932.

On the other hand, the Board expressed the view that it was necessary again to draw the attention of the French Government to the delay noted in the despatch of statistics concerning its colonies. As regards Turkey and China, the Board has received no statistics on the production and export of raw opium. It expressed its regret that it had not yet received statistics from a great number of Latin-American countries.

Regarding the consumption of the coca leaf, the Board having noted at its last session that this was much higher in 1930 in France than in any other country, took note of the explanations on the subject supplied by the French Government.

It instructed Dr. Anselmino to prepare for its next session a report on methods of estimating drug consumption.

There were present at the meeting Mr. Lyall (British), President; M. Gallavresi (Italian), Vice-President; Dr. Anselmino (German); M. Agel (French), and M. Ramsay (Finnish).

## X.—FORTHCOMING EVENTS.

November 16th.—Sixty-fifth session of the Council, Geneva.

November 16th.—Special Committee of Inquiry on the Question of the Negotiability of Railway Transport Documents, Geneva.

November 30th.—Fifth Session of the Executive Committee of the International Committee on Intellectual Co-operation, Paris.

November 30th.—Twenty-seventh Session of the Directing Committee of the International Institute of Intellectual Co-operation, Paris.

1932.

January 11th.—Meeting of Coal Experts, Geneva.

January 14th.—Thirty-seventh Session of the Economic Committee, Geneva.

January 18th.—Commission of Inquiry for European Union, Geneva.

January 18th.—Twelfth Session of the Permanent Central Opium Board, Geneva.

February 2nd.—General Disarmament Conference, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## 1. SESSIONS.

On October 15th the twenty-second (extraordinary) session of the Court, which began on July 16th last, was declared closed.

The twenty-third (extraordinary) session opens on November 5th. At this session the Court will take the case concerning the access to and anchorage in the Port of Danzig for Polish war-vessels; as soon as it has given its advisory opinion in this case, it will consider when and in what conditions it can deal with that concerning the treatment of Polish nationals, etc., at Danzig.

## 2. RAILWAY TRAFFIC BETWEEN LITHUANIA AND POLAND.

On October 15th the Court gave the advisory opinion requested by the Council on the following question :

"Do the international engagements in force oblige Lithuania in the present circumstances, and, if so, in what manner, to take the necessary measures to open for traffic or for certain categories of traffic the Landwarow-Kaisiadorys railway sector?"

The answer to this question adopted by a unanimous vote of the Court is that the international engagements in question do not oblige Lithuania to take the necessary steps to open for traffic the said railway sector.

The statement of reasons on which this conclusion is based may be summarised as follows.

The task of the Court being to consider whether there are any international engagements creating for Lithuania the obligation referred to in the question put, it is in the first place observed that only contractual engagements are to be taken into account. As engagements of this kind, Article 23 (e) of the Covenant, certain provisions of the Convention of May 8th, 1924, concerning Memel, and a resolution of the Council of December 10th, 1927, had been brought to the Court's notice.

The last-mentioned resolution, which was adopted by the Council, with the concurrence of the representatives of Lithuania and Poland, as a result of the submission to the Council by Lithuania under Article 11 of the Covenant of a dispute relating to events which had occurred in the Vilna territory, recommended the two Governments to enter into direct negotiations in order to establish such relations as would ensure the good understanding upon which peace depends.

According to the Polish view, this recommendation created an obligation not only to negotiate, but also to come to an agreement, *inter alia*, for the re-establishment of traffic on the Landwarow-Kaisiadorys railway sector. The Court, however, does not share this view.

With regard, on the other hand, to Article 23 (e) of the Covenant, the Polish Government contended, basing its contention on an opinion expressed on behalf of the Advisory and Technical Committee for Communications and Transit, that the provision in question constituted an international engagement obliging the Lithuanian State to open the line in question. The Court, however, holds that specific obligations can only arise under this provision from international conventions existing or subsequently agreed upon, for instance, from general conventions to which third Powers may accede. The Court, therefore, is unable to deduce from the Article in question an obligation for Lithuania to open the Landwarow-Kaisiadorys railway sector.

Lastly, as concerns the application to the present case of the convention concerning Memel, the Court recalls that, under this convention, certain provisions of the Barcelona Statute concerning freedom of transit become applicable to Lithuania, notwithstanding the fact that this country is not a party to the said Statute. Lithuania has assumed the obligation to facilitate free transit by rail or waterway or routes in use convenient for international transit. The Court, however, after an examination of the facts, finds that the Landwarow-Kaisiadorys railway sector is not in use in the sense of the provision in question, and that it is, moreover, scarcely convenient for international transit to or from Memel. Furthermore, the Memel Convention itself contains certain provisions according to which Lithuania is entitled to refuse to open the railway sector in question for traffic in case of an emergency affecting her safety or vital interests, and Lithuania holds that her present political relations with Poland constitute such an emergency. The Court concludes in regard to this point that neither the Memel Convention nor the Statute of Barcelona can be adduced to prove the existence of an obligation on the part of Lithuania to restore the Landwarow-Kaisiadorys railway sector to use.

## 3. LEGAL STATUS OF CERTAIN PARTS OF EASTERN GREENLAND.

The Norwegian Government has appointed as Agent and Counsel M. Arne Sundé, Advocate

\* This Chapter has been prepared with the aid of information supplied by the Registrar of the Court.

before the Supreme Court of Norway and former Minister of Justice.

#### 4. CASE CONCERNING THE CAPHANDARIS-MOLLOFF AGREEMENT.

The Bulgarian and Greek Governments have been informed by special and direct communication that the Court is prepared to receive from them written statements on the question referred to it, and to hear oral statements made on their behalf on the same subject.

On October 3rd the Court fixed the time-limits for the written proceedings by an Order providing for the filing of a written statement by December 15th, 1931, and for the presentation of a second statement by February 1st, 1932.

The Bulgarian Government, on October 7th, announced that it would file a memorial and counter-memorial within the prescribed time-limits. The same Government has also appointed as its Agent Dr. Th. P. Théodoroff.

#### 5. ACCESS TO AND ANCHORAGE IN THE PORT OF DANZIG FOR POLISH WARSHIPS.

The Danzig and Polish Governments have been informed by a special and direct communication that the Court is prepared to receive from them written statements regarding the question referred to it, and to hear oral statements made on their behalf on the same subject.

Furthermore, all parties to the Treaty of Versailles have received a communication drawing their attention to the right reserved to them under the Rules of Court to express a desire, subject to the Court's decision, to submit a written statement or to be accorded a hearing.

On October 3rd the Court fixed the time-limits for the written proceedings by an Order providing for the filing of a written statement by October 20th, 1931, and for the presentation of a second statement by November 5th, 1931.

The Danzig Government has appointed as its Agent, who is also empowered to submit an oral statement, Sir John Fischer Williams, of Oxford. The Polish Government has appointed, as Agent, M. Włodzimierz Moderow, and as Counsel, M. Charles de Visscher, Professor of International Law at the University of Ghent.

The Free City of Danzig having no citizen amongst the Members of the Court, the Danzig Government has informed the Court that it has selected as judge *ad hoc* for the case Professor Dr. Viktor Bruns, Director of the Institute of Foreign Public Law and of International Law of Berlin.

The Danzig and Polish Governments have each filed a written statement by the date fixed, *i.e.*, October 20th.

The Council having requested the Court to

give its Opinion in sufficient time before the January session of the Council, the Court, on October 14th, 1931, and under Article 28, paragraph 2, of its Rules, gave priority to this case over that concerning the treatment of Polish nationals at Danzig. The beginning of the hearing was fixed for November 9th.

#### 6. TREATMENT OF POLISH NATIONALS, ETC., AT DANZIG.

The time-limits in the written proceedings, originally fixed in an Order of June 1st, 1931, were extended by an Order made on September 11th, 1931, which fixed October 1st, 1931, as the date of expiration of the time allowed for the filing of a first written statement, and October 29th, 1931, as the date by which a second written statement was to be presented, if such a statement were ordered or authorised by the Court or by its President.

By October 1st the Danzig and Polish Governments had each filed a first written statement.

Furthermore, at the request of the Agent for the Danzig Government, the Court, on October 14th, authorised that Agent to file a second written statement. Accordingly, the latter, on October 29th, filed a Reply to the Polish Government's statement. The latter Government's Agent stated that he did not desire to submit a second memorial.

On October 14th the Court, under Article 28, paragraph 2, of the Rules, gave priority over this case to the case concerning the access to and anchorage in the Port of Danzig of Polish warships.

#### 7. FREE ZONES OF UPPER SAVOY AND THE DISTRICT OF GEX. (THIRD PHASE.)

The written observations provided for by the Order of August 6th, 1931,\* were filed by the French and Swiss Governments by the prescribed date, namely, September 30th, 1931.

The case being thus ready for hearing, the President summoned the Members of the Court who had taken part in the deliberations in December, 1930, to attend on a date in the month of October which was subsequently fixed as the 14th.

The replies received to this summons made it possible to count with certainty on the possibility of assembling all the judges who had already sat in December, 1930.

The death of M. Nyholm, which occurred at the end of August, did not affect the situation, the necessary quorum being nine, and there being a certainty that ten judges (without counting the French national judge) would be present.

\* See Monthly Summary, Vol. XI., No. 8, page 213.

At the beginning of October, however, the Hon. Frank B. Kellogg, who at the beginning of the previous month had returned to the United States for a short holiday, notified the President that he would be unable to be present at the contemplated date for the hearing of the case of the Zones. Similarly, M. Y. Oda, who had announced that he would reach Europe at the end of September, telegraphed at the beginning of October that he could not for the moment leave Japan, owing to the state of his health and to the situation in Manchuria. M. Oda added, however, that he would be able to proceed to The Hague in the spring of 1932 ; and there is every reason to believe that the presence of Mr. Kellogg can also be relied on at that date.

In these circumstances, the President invited the Agents of the two Parties, M. Basdevant (France) and M. Logoz (Switzerland) to come to The Hague in order that he might explain to them, in each other's presence and in that

of M. Anzilotti, who had presided over the Court in December, 1930, the situation which has been described.

At this meeting the President informed the Agents that he intended, in view of the situation already described, to postpone, but without in any way changing their character, the hearings which had been fixed for October 14th, 1931, until the first fortnight in April, 1932 ; the exact date for the beginning of these hearings would be fixed later.

The two Agents took note of this communication.

#### 8. APPOINTMENT OF A MEMBER OF THE HUNGARO-YUGOSLAV MIXED ARBITRAL TRIBUNAL.

The Court, having been requested by the two Governments concerned to appoint a successor to the late M. Nyholm as Member of this Tribunal, decided to make this appointment at its next session.

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**LEAGUE OF NATIONS  
PUBLICATIONS DEPARTMENT, GENEVA**

# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XI., No. II.

NOVEMBER, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>Summary of the Month, November, 1931</i> . . . . .	311	VII. <i>Political Questions :</i>	
II. <i>Commission of Inquiry for European Union :</i>		<i>Appeal of the Chinese Govern-</i>	
<i>Pact of Economic Non-Aggression</i>	312	<i>ment under Article II of</i>	
III. <i>Reduction of Armaments :</i>		<i>the Covenant</i> . . . . .	318
<i>The Armaments Truce</i> . . . . .	312	VIII. <i>Social and Humanitarian Questions :</i>	
IV. <i>The Technical Organisations :</i>		<i>Opium Smoking in the Far East.</i>	321
<i>Communications and Transit</i> . . . . .	313	IX. <i>Forthcoming Events</i> . . . . .	321
<i>The International Transport of</i>			
<i>Goods by Rail</i> . . . . .	313		
V. <i>Intellectual Co-operation :</i>			
1. <i>International Conference for</i>			
<i>the Study of Problems relat-</i>			
<i>ing to the Preservation and</i>			
<i>Restoration of Artistic and</i>			
<i>Historical Monuments</i> . . . . .	314		
2. <i>Fourth Session of the Govern-</i>			
<i>ing Body of the International</i>			
<i>Educational Cinematogra-</i>			
<i>phic Institute</i> . . . . .	315		
3. <i>Meeting of the Executive Com-</i>			
<i>mittee of the International</i>			
<i>Committee of Intellectual</i>			
<i>Co-operation</i> . . . . .	316		
VI. <i>Administrative Questions :</i>			
<i>Forty-seventh Report of the Saar</i>			
<i>Governing Commission</i> . . . . .	316		

### *The Permanent Court of International Justice.*

1. <i>Twenty-third (extraordinary) Session</i> . . . . .	321
2. <i>Access to, or Anchorage in, the Port of</i>	
<i>Danzig for Polish War Vessels</i> . . . . .	321
3. <i>Treatment of Polish Nationals, etc., at</i>	
<i>Danzig</i> . . . . .	322
4. <i>Legal Status of Certain Parts of Eastern</i>	
<i>Greenland</i> . . . . .	322
5. <i>The Caphandaris-Molloff Agreement of</i>	
<i>December 9th, 1927</i> . . . . .	322
6. <i>Delimitation of the Territorial Waters</i>	
<i>between the Island of Castellorizo</i>	
<i>and the Coasts of Anatolia</i> . . . . .	322
7. <i>Designation of a Member of the</i>	
<i>Hungaro-Yugoslav Mixed Arbitral</i>	
<i>Tribunal</i> . . . . .	322

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

November, 1931.

The meeting of the Council in Paris was the principal event in November.

This meeting began on November 16th and continued into December. The agenda included the continuation of the discussion of the appeal of the Chinese Government under Article 11 of the Covenant, and a request of the British and French Governments regarding the delimitation of the frontier between Iraq and Syria.

Other meetings were the Bangkok Conference

on Opium Smoking in the Far East, the Executive Committee of the Institute of Intellectual Co-operation, a special committee appointed by the Commission of Inquiry for European Union to consider the proposal of the Soviet Delegation concerning a Pact of Economic Non-aggression, and the Committee studying the question of negotiable documents for the international transport of goods by rail.



A certain number of Governments sent in their replies concerning the armaments truce. The Secretary-General communicated to the States invited to the Disarmament Conference all the replies received, as well as an opinion of the President of the Council, based upon these replies, that the Armaments Truce had been accepted by the Governments invited to the Conference for one year as from November

1st, in the conditions laid down by the Assembly resolution and report of September 29th, 1931.

Among the documents received in the Secretariat must be mentioned the forty-seventh report of the Saar Governing Commission.

The Permanent Court of International Justice opened its twenty-third (extraordinary) session on November 5th at The Hague.

## II.—COMMISSION OF INQUIRY FOR EUROPEAN UNION.

### PACT OF ECONOMIC NON-AGGRESSION.

The special Committee appointed by the Commission of Inquiry for European Union to study the proposal of the Soviet delegation for the conclusion of a Pact of Economic Non-Aggression met from November 2nd to 5th.

Eighteen countries, members of the Commission of Inquiry, and eight non-European States, had been invited to send representatives, namely, Australia, Belgium, Canada, Chile, China, Czechoslovakia, Estonia, Finland, France, Germany, Great Britain, Greece, India, Italy, Japan, Latvia, Poland, Roumania, Spain, Sweden, Switzerland, Turkey, Uruguay, the United States of America, the Union of Soviet Socialist Republics, and Yugoslavia.

With the exception of Australia, Canada, and the United States, the countries invited sent delegations.

The Committee elected as Chairman M. de Michelis (Italy).

M. Sokolnikov, Soviet ambassador in London, submitted the scheme for a non-aggression pact, which, in his Government's opinion, should take the form of a protocol whose essential provisions would be as follows :

1. The contracting parties once more solemnly confirm the principle, proclaimed at the International Economic Conference of 1927, of the peaceful co-existence of countries, irrespective of their social, political, and economic systems.

2. The parties undertake in their mutual relations to forego any discrimination whatever, and to regard as incompatible with the principles of the Protocol the adoption and application in their respective countries of a special system directed against one or more of the

countries signing the Protocol or not applicable to all other countries.

After a discussion, in the course of which the various members put to the Soviet representative questions designed to elucidate the scope of the pact or certain of its terms, the Committee reached the following conclusions :

(1) The Committee endorses the general idea underlying the proposal for a pact of non-aggression.

(2) It asserts that it is possible for countries with a different economic and social structure to exist peacefully side by side. It emphasises the necessity of States being guided in their economic relations solely by the needs of economic life, and not by any considerations explicitly derived from differences in political and social systems.

(3) Having regard to the different interpretations given to the actual terms of the draft pact and the difficulty of defining aggression, discrimination, etc., within the framework of such a pact ;

Seeing that the draft under consideration does not seem likely to secure unanimous acceptance or even acceptance by a majority of the members of the Committee ;

And having regard to the necessity of reconsidering the question in the light of the discussion that has taken place in the Committee ;

The Committee decides to meet again before the meeting of the Commission of Inquiry for European Union in January, 1932, to re-examine the question, taking into account any amendments or further observations which the Governments are requested to send to the Secretary-General in good time.

## III.—REDUCTION OF ARMAMENTS.

### THE ARMAMENTS TRUCE.

The Secretary-General has forwarded to all States invited to the Disarmament Conference all the replies received on the subject of the Armaments Truce.\*

\* Up to the end of November replies had been sent by the fifty following countries : Albania,

Argentina, Australia, Austria, Belgium, Bulgaria, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Ecuador, Egypt, Estonia, Finland, France, Germany, Great Britain, Greece, Hungary, India, Irish Free State, Italy, Japan, Latvia, Lithuania, Luxembourg, Netherlands, New Zealand, Nicaragua, Norway, Panama, Persia, Peru, Poland, Portugal, Roumania, Siam, South Africa, Spain, Sweden, Switzerland, Turkey, United States of America, Uruguay, U.S.S.R., and Yugoslavia.

The President of the Council, consulted on the subject, expressed the opinion, after consideration of the replies, that he was justified in concluding that none of the Governments were opposed to the Truce, and that, on the contrary, all had declared their willingness to accept it; that a number of Governments made their acceptance conditional upon reciprocity, and that such reciprocity had in fact been achieved; finally, that many of the replies contained interpretations and observations, but that these interpretations and observations appeared to be in keeping with the spirit and letter of the Assembly resolution and report.

In these circumstances, the President was of opinion that the procedure which would be most in harmony with the objects of the Truce and the spirit of the Twelfth Assembly's discussions, and which, moreover, would avoid the delay involved in a further consultation of the Governments concerned, would be to consider, unless and in so far as Governments did not forthwith intimate any objection to this course, that the Truce had, under the conditions laid down in the resolution and the report of the Assembly, been accepted for one year as from November 1st, 1931, by the Governments invited to the Disarmament Conference.\*

\* \* \*

Since the last issue of the Monthly Summary eight States (Colombia, Costa Rica, Cuba, Ecuador, Greece, Nicaragua, Panama, and Turkey) have replied, the total number of replies received being now fifty.

The following States have confined themselves to accepting the Truce in the circumstances and in the terms established by the Assembly Resolution and Report: Colombia, Costa Rica, Cuba, Ecuador, Nicaragua, and Panama.

The Panama and Costa Rican Governments point out that they both belong to the category of countries which have already disarmed, and the Nicaragua Government adds that its land, air, and sea forces are not likely to cause any anxiety to any continental country.

Greece and Turkey accept the principle of the Truce subject to certain observations.

Greece states that the organisation of her air service, which began two years ago, is still very incomplete, and that she must contemplate a slight increase of expenditure for the requirements of civil aviation and the technical training of staff.

Turkey recalls that her Government has given many proofs of its attachment to the cause of peace, and has never taken part in the armaments competition. It is on friendly and cordial terms with all its neighbours, and having already concluded agreements on naval armaments with Greece and Russia, it has been able to effect considerable reductions in its national defence budget. The military programme which it is at present carrying out only covers its minimum requirements in the matter of defence, and it does not propose to make any increase in its armaments in general outside its existing programme.

The Turkish Government further points out that Turkey has voluntarily restricted her military preparations, and is not among the Powers that have already completed their preparations, and at the same time possess stocks of armaments sufficient for many years, and also war industries.

In conclusion, the Turkish Government adds that Turkey has been strongly in favour of the gradual reduction of armaments in accordance with the principles consistently advocated by her delegates in the Preparatory Commission for the Disarmament Conference.

#### IV.—THE TECHNICAL ORGANISATIONS.

##### COMMUNICATIONS AND TRANSIT.

##### *The International Transport of Goods by Rail.*

The Committee appointed to study the question of negotiable documents for the international transport of goods by rail met at Geneva from November 16th to 18th, under the presidency of Professor Ripert, of the Paris Faculty of Law.

Already informed in October, 1930, of the desires of the International Chamber of Commerce and the International Railway Union

with regard to this question, the Committee had meanwhile received and examined concrete proposals from these organisations.

The International Railway Union, which had studied the question at the request of the International Chamber of Commerce, recommended the introduction of a document permitting of the transfer of the right to dispose of goods *en route*. Such a document would have to mention, under the name of the addressee, that of another person domiciled in the same place. This second person would have the right to indicate a new addressee and thus modify the transport document. Under the

\* This opinion has also been communicated to the Governments invited to the Conference.

present system such modification may be made only by the sender, by means of a duplicate of his bill of lading, at the station at which the goods are consigned.

The International Chamber of Commerce presented a scheme for the addition of certain provisions to the Berne Convention. The additional clauses would in the main provide for the creation of a document which, endorsed by the bearer, would entitle him to claim the goods at destination. This particular document would be provided for certain categories of goods and certain kinds of transport only—in particular for whole waggon loads. It would enable the senders to negotiate the sale or exchange of goods at the moment of sending.

The Committee studied both suggestions. It did not examine in detail the modifications of the Berne Convention they might involve, but confined itself to proposing certain general measures, on the understanding that before applying them certain necessary technical regulations would have to be laid down. These proposals are as follows :

1. The creation in respect of goods transport of a negotiable document which can be transferred by endorsement would present definite advantages.

2. For the time being, and subject to such extensions as may subsequently be suggested by the interests concerned, such documents would only be introduced in respect of complete loads of certain goods transported between certain stations; such goods and stations will be specified in the tariffs.

3. Such documents would be drafted by the consigner and sent to the transporter, who would then return them to the consigner; negotiable documents should preferably be drawn up on special paper or in some distinctive form which would leave no doubt as to their character.

4. All negotiable documents should make mention of a local addressee (a person domiciled in the place of destination of the goods). The transporter would duly advise the addressee of the arrival of the goods, and would ask him for the necessary instructions regarding the modification of the transport contract.

5. At the request of the consigner, the transporter would be required to mention in the document the weight and number of packages after verification or weighing at the expense of the consigner. The transporter would also be required to mention in the document such reservations as he may desire to make regarding the state and packing of the goods.

6. The endorsement of the negotiable document would transfer to the bearer the right of disposing of the goods.

7. The transporter's responsibilities would terminate on the delivery of the goods, on arrival at their destination, to the bearer of the document named in the endorsement.

8. The right of modifying the transport contract would belong to the bearer of the negotiable document. If necessary, the transporter would apply for instructions to the local addressee; he would take his instructions from the local addressee, who, in his turn, would be responsible for obtaining instructions from the bearer of the document. The bearer would be entitled to make himself known to the local addressee with a view to being advised in due course.

9. Goods transported under a document to order should only be subjected to supplementary charges in so far as such charges are justified by the additional expense or responsibility which documents of this kind would entail for the transporter.

The representatives of the International Chamber of Commerce who, with the representatives of the International Railway Union, took part in the deliberations of the Committee in an advisory capacity, were able to support the conclusions reached, and expressed the hope that a negotiable transport document might be created as soon as possible. The representatives of the International Railway Union indicated that they could not take a decision with regard to the conclusions, but would place them before their organisation with a view to later study.

The report of the Committee and an account of its conclusions will be forwarded to Governments and to the Central International Railway Transport Office at Berne.

## V.—INTELLECTUAL CO-OPERATION.

### I. INTERNATIONAL CONFERENCE FOR THE STUDY OF PROBLEMS RELATING TO THE PRESERVATION AND RESTORATION OF ARTISTIC AND HISTORICAL MONUMENTS.

A Conference for the study of problems

concerning the preservation of artistic and historical monuments met at Athens, under the presidency of M. Destrée, from October 21st to 30th.

This Conference was able to hold its meeting

in Greece, thanks to the generosity of the Greek Government. Germany, Austria, Great Britain, France, Spain, Italy, the Netherlands, Roumania and Switzerland sent representatives.

The Conference began with an examination of the various laws concerning the preservation and protection of artistic and historical monuments. It then proceeded to a comparative study of the principles relating to the restoration of monuments, as well as to the methods for their application. On this occasion, distinguished archaeologists and architects, who have personally directed the restoration of celebrated monuments, described the experience they had gained, in particular in Salonica (restoration of the basilica of St. Demetrius), Versailles (the Castle), Naples (Castel Nuovo), Utrecht (the Cathedral), Athens (the Acropolis), etc.

A discussion took place concerning the restoration of the Acropolis. The general conclusions of the debate were entirely in favour of the work done. The members of the Conference expressed their sense of the merits of a work which had been conscientiously conceived and satisfactorily carried out.

The programme of the Conference also included the examination of extremely complicated problems, such as the surroundings of monuments.

Before dispersing, the Conference expressed the desire that the Organisation for Intellectual Co-operation might in future concern itself with the protection of monuments. A general resolution was adopted, reading as follows:

"The Conference of the International Museums Office:

"Proclaims that the preservation of the artistic and archaeological patrimony of mankind is of interest to the community of States, guardians of civilisation;

"Desires that the co-operation of States, acting in the spirit of the Covenant of the League of Nations, should continually develop and become more concrete with a view to promoting the protection of artistic and historical monuments;

"Considers that it is most desirable that the competent bodies may, without prejudice to public international law, show their interest in the protection of the masterpieces which are the highest expression of civilisation and which may appear to be in danger;

"Expresses the desire that requests to such effect, submitted to the Organisation for Intellectual Co-operation of the League of Nations, may after being examined and investigated by the International Museums Office, be recommended to the favourable attention of States.

"It will be for the International Committee of Intellectual Co-operation to decide as to the expediency of the steps to be taken and the procedure to be followed in each particular case."

## 2. FOURTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

At its Fourth Session the Governing Body of the Rome Cinematographic Institute considered the questions of the administration of the Institute and its future work.

1. *Administration of the Institute and Budget Questions.*—Thanks to a grant of 200,000 lire exceptionally accorded by the Italian Government in 1931 and 1932, it was possible to maintain and develop the work of the Institute without exceeding the budget estimates. Moreover, the returns for the review published in five languages by the Cinematographic Institute again showed certain profits.

Among the measures of an administrative character approved by the Governing Body must be mentioned the renewal of the mandate of the members of the Permanent Executive Committee, three of whom were re-appointed, namely, M. Focillon, Dr. Krüss, and Mr. Milliken. Two of the members of the Governing Body resigned during the past year, Marquis de Guad-el-Jelu (Spain), who sat as representative of the Advisory Commission for the Protection and Welfare of Children and Young People, and Mr. Paranjpye (India). These members were replaced by Count Carton de Wiart (Belgium), representing the Commission for the Protection and Welfare of Children and Young People, and Professor de Reynold (Switzerland), member of the Committee of Intellectual Co-operation.

The Governing Body expressed to the Director of the Institute, M. de Feo, its satisfaction at the work done during the past year.

2. *Programme of the Institute for the Period 1931-1933.*—The Governing Body took note of the agreement contemplated between the Institute, the International Chamber of Educational Films at Basle, and the International Committee for Social Instruction and Education, cinematography and broadcasting. Thanks to this agreement, these three organisations will be able to co-operate more closely and avoid duplication.

The Governing Body had to take decisions regarding certain proposals of the Sub-Committee of Experts for the Instruction of Young People in the Aims of the League, designed to promote the production of educational films on subjects connected with the League. The Sub-Committee had recommended far-reaching co-operation between the various bodies interested in the subject. The Governing Body authorised the Institute to co-operate, but thought necessary to state that the studies

undertaken should have a practical character, and thus meet the requirements of the educational circles using the films, as well as those of the industrial firms producing them.

The Governing Body further dealt with means of promoting the dissemination of educational films, and received favourably a suggestion from the Permanent Committee on Arts and Letters to include in the programme of each public performance a film of an educational character. It recommended that the Director of the Institute should continue his negotiations with public administrations and private companies.

It was decided to proceed to the publication of the first catalogue of educational films. The Governing Body expressed its satisfaction at the efforts made by the Institute to establish close relations between film producers and the international organisations of those using the films. This international system of relations created by the Institute has developed so considerably that it is now possible to contemplate meetings under the auspices of the Institute of the representatives of the various circles.

The Governing Body noted the replies of Governments concerning its draft Convention for the suppression or reduction of Customs barriers on educational films. It decided to proceed to a fresh consultation of the Committee of Jurists which had prepared the draft.

### 3. MEETING OF THE EXECUTIVE COMMITTEE OF THE INTERNATIONAL COMMITTEE OF INTELLECTUAL CO-OPERATION.

The Executive Committee of the Committee on Intellectual Co-operation and the Directing Committee of the International Institute met at Paris on November 30th and December 1st, under the respective presidency of Professor Gilbert Murray of Oxford University, and M.

Painlevé, President of the Governing Body of the Institute.

There were also present Mme. Curie-Sklodowska; M. José Castillejo, Secretary-General of the *Junta para Ampliación de Estudios*, Madrid; M. Jules Destrée, former Belgian Minister of Science and Art; Sir Frank Heath, Secretary of the Universities Bureau of the British Empire; Dr. Krüss, Director-General of the State Library, Berlin; M. Fernand Maurette, representing the International Labour Office; Professor de Reynold, of Berne University; M. Rocco, Italian Minister of Justice; and M. Roland-Marcel, former Administrator-General of the National Library, Paris.

The Executive Committee approved the work undertaken by the Institute on the instructions of the International Committee of Intellectual Co-operation last July. This work concerns more particularly school and university exchanges, the use of broadcasting for educational purposes, the preparation of an international bibliographical translation bulletin, etc.

The Committee heard M. Destrée on the International Conference for the Preservation and Restoration of Artistic and Historical Monuments, organised by the International Museums Office, which has just been meeting in Athens.

The results of this Conference, the first of its kind, constitute a great success for the method of intellectual co-operation, and make it possible to contemplate interesting progress in the preservation and restoration of historical monuments.

The Committee further noted the publication of the second volume of popular arts, which deals principally with music and dancing. Its publication has taken place under the auspices of the Institute.

## VI.—ADMINISTRATIVE QUESTIONS.

### FORTY-SEVENTH REPORT OF THE SAAR GOVERNING COMMISSION.

The forty-seventh report of the Saar Governing Commission covers the third quarter of 1931, and describes the economic and social situation of the Territory and the administrative activity of the Commission during that period.

*Economic and Social Situation.*—The report furnishes figures relating to the production of coal, coke, cast iron and steel, and to the cost of living.

The number of unemployed increased from

16,078 on July 1st to 21,420 on September 23rd. The increase for the same period of last year was from 6,335 to 7,240. The question of unemployment engages the attention of the Commission not only from the financial, but also from the social point of view.

The first scheme considered by the Commission was the execution of public works which would give employment to those out of work. Political parties and public opinion generally seemed disposed to favour this solution, but the report states that recent experiences

have led to a complete reversal of policy in this regard. The Commission considers that the execution of public works, which would employ 10,000 workmen for one year, would cost at least Frs. 200,000,000. Further works which might be undertaken, such as the construction of the Ostertal Railway and the dredging of the Blies, the creation of a network of roads or the construction of buildings, would occupy only a limited number of unemployed for a very short space of time.

In these circumstances, the Commission felt that the state of its finances and of those of the commune would not justify its making sacrifices for the sake of such a negligible result, particularly in view of the fact that no special loan was to be sought for this purpose.

The Commission, however, considered whether the existing legislation, regulations, and current practice connected with unemployment should not to be modified in certain respects, and set up a special committee to study this aspect of the question.

*Administrative Activity. Police.*—To obviate the possibility of collisions between members of opposed political parties, the Governing Commission has prolonged a provisional decree which prohibits, under pain of prosecution, the carrying of arms, particularly in public meetings or demonstrations.

*Finance.*—The Commission had decided to borrow 150 millions of French francs, which would be used exclusively for the conversion of the debts of the communes of the Territory (not including the town of Saarebourg). The Council discussed this question in its September session and took note of the advantages which the Territory would derive from such a loan. The Council also expressed its opinion that the finances of the Saar were sound, and that the loan under consideration would not be an excessive burden upon them.

The Commission has taken up the question of the use to which this loan is to be put, and is making every effort to ensure that the money will be satisfactorily employed. During the three months under discussion, several communes of the Saar contracted loans with a French insurance company to the amount of Frs. 72,330,000. This includes a loan of Frs. 40,000,000 made by Saarbruck for the liquidation of part of its debt.

Pursuing its policy of reduction of expenditure, the Commission, having reduced the salaries of its officials and the wages of State workmen, decided to proceed to a 5 per cent. reduction of the salaries of its employees. This new reduction will result in an annual economy of some Frs. 600,000.

*Economic Affairs.*—The crisis which was felt so keenly in Germany toward the middle of July, and the resultant action on the part of banks has naturally affected the Saar. Public economy has had to grapple with serious difficulties for more than a month, and the general apprehension felt in the Territory has necessitated constant vigilance on the part of the Commission.

In the first place, the absence of an exchange market for the Reichsmark seemed likely to render impossible the conversion into legal tender of payments made in German currency for exports from the Saar to Germany. In response to an urgent appeal from merchants in the territory, the Commission undertook negotiations with the German Government in the hope of ensuring that sufficient funds in legal tender would be placed at the disposal of the branch of the Reichsbank at Saarbruck. The Commission was assured that this would be done in so far as it was possible. At the same time it decided to set up an exchange bureau which would advance French francs on security in Reichsmarks. The funds for this operation were obtained by means of an advance made by the French Government.

The situation changed, however, during the short time required to set up this bureau. Revenue from Germany threatened to cease, with the result that the financial situation of a number of undertakings seemed likely to be seriously affected. The problem of exchange gave way to one of credit. To prevent more serious developments, the Commission expressed its willingness to furnish security for bank loans to enterprises whose affairs were in a sound condition in so far as these credits were designed to meet the immediate difficulties of the clearing of German goods.

The German Government having passed a decree, under which every banking operation designed to finance buying from a foreign country is authorised, the Saar Government took up the whole question with the German authorities. The German authorities proposed to establish in Saarbruck an official of the Cologne District Bureau with powers to issue licences to Saar exporters. The Commission agreed to this proposal, and the payment of Saar goods sold in Germany no longer appears to meet with any difficulty.

The report contains two annexes: a report on a supplementary inquiry into certain new facts in connection with French schools in the Saar (various cases of compulsion had been brought to the notice of the Commission), and a report on the construction of roads in the territory from 1920 to 1931.

## VII.—POLITICAL QUESTIONS.

APPEAL OF THE CHINESE GOVERNMENT UNDER  
ARTICLE II OF THE COVENANT.

The Japanese Government replied on November 7th to the letter of the President of the Council of October 29th.\*

The Japanese Government expressed its entire concurrence in the President's remark that the Council resolution of September 30th remained in full force and effect. Determined to carry out this resolution "in letter and in spirit," the Japanese Government re-affirmed its earnest desire to proceed to the withdrawal of its troops to the railway zone with a minimum of delay. But the resolution of September 30th consecrated the principle that effective security must at the same time be assured for the lives and property of Japanese subjects. The Japanese Government did not consider it possible to hope that the immediate withdrawal of its forces would immediately give place to a regime of settled peace and order under Chinese auspices. In its opinion, the dangers involved in the precipitate recall of Japanese troops could not be averted by measures of supervision such as were recommended in the draft resolution of October 24th, which Japan had opposed. The Japanese Government continued :

" It is pointed out in your Note that first four points of five fundamental principles mentioned in Japanese Declaration of October 26th are virtually embodied in proposition of October 24th. Your Excellency however will no doubt perceive that terms of proposition are not sufficiently explicit or comprehensive to cover all implications of four points in question. As regards final point, viz., guarantee of respect for Japanese Treaty rights in Manchuria, terms of letter addressed to you on October 24th by Chinese representative seem to give rise to doubt whether it is in contemplation of Chinese Government to call in question validity of some of treaties constituting basic embodiment of relations between Japan and China. It may be needless to state that Japanese Government could not for a moment entertain such contention. Nothing can be more destructive of established order of whole world than to permit any power to challenge binding force of treaties concluded with all solemnity of international usages. Japanese Government trust that they have made it clear that five fundamental principles mentioned in Japanese Declaration of October 26th are no more than those that are commonly observed in intercourse or ordered communities with one another. Unless and until arrangement is reached between Japan and China on basis of those principles no measure of security for lives and property of Japanese subjects sufficient to enable withdrawal of Japanese troops to railway zone can possibly be assured. Japanese Government believe that course of procedure now indicated is in entire

agreement with Resolution of Council of September 30th. It is far from their thoughts to insist on final adjustment of whole series of pending questions between Japan and China as conditions precedent to withdrawal of troops. All that they urge upon China for present is frank recognition by direct negotiations between two parties of fundamental principles that should govern normal relations between any two nations."

Before the arrival of this communication, the Chinese representative had submitted to the Council, on November 3rd, information according to which the Japanese military authorities had seized the salt tax revenue in certain Manchurian towns. On November 6th, the Japanese representative declared, on the basis of advice from Tokio, that this information was entirely unfounded. On November 9th, in a second communication to the President of the Council, the Chinese representative repeated his protest.

At the same time, following incidents in North-West Manchuria near the Nonni railway bridge, the President of the Council, by a telegram dated November 6th, reminded the Chinese and Japanese Governments that they had undertaken to make every effort to avoid any aggravation of the situation. He accordingly urged that the commanders of the opposing forces should immediately receive orders to avoid any possibility of hostilities between Chinese and Japanese troops.

The Chinese and Japanese Governments replied on November 8th. The first asked that the Powers should send representatives to the spot to examine the situation; the second intimated that orders had been given on November 6th to limit to what was strictly necessary operations for the protection of the reconstruction of the railway bridge, and that there were no grounds for fearing any aggravation of the situation if, on the Chinese side, there were no further acts of hostility. In a second appeal addressed on November 11th to Nanking and Tokio, the President again urged that the land forces should receive strict orders to refrain from initiating any fresh action. He further asked that facilities should be given to any observers whom the Council might send to the neighbourhood of the Nonni bridge. Replying on November 12th, the Chinese Government said that it would gladly receive such neutral observers as were sent to the spot and would give them all the help in its power. The Japanese Government recalled on November 13th that it desired to give every facility to representatives of Governments Members of the Council arriving in

\* See Monthly Summary, Vol. XI., No. 10, p. 305.

Manchuria to examine the situation, and that in this respect its attitude had not changed.

The Council which, on October 24th, had adjourned until November 16th, met at that date in Paris.\* The President then began by informing his colleagues of the steps he had been obliged to take since October 24th. He drew the Council's attention to the fact that he had always found the two parties ready to supply him with all the information requested, and he regarded this as evidence of their desire to co-operate loyally with the Council in the settlement of the dispute.

Recalling the communication of October 24th of the Chinese representative, concerning the respect of treaty obligations, he expressed the opinion that, with the goodwill of both parties, this statement would make it possible to find a basis for agreement. He also drew the Council's attention to the fact that General Dawes, United States Ambassador in London, had been sent to Paris by his Government to take an active part in the consultations relating to the Sino-Japanese dispute. He had reason to believe that it would be possible to reckon on General Dawes' fullest co-operation with the Council.

The Council decided to suspend its public meetings and to examine in private the question of procedure with a view to the solution of the dispute.

From November 17th to 21st the Members of the Council, with the exception of the representatives of the parties, met every day. They heard the representatives of the parties on several occasions. On November 21st, at a public meeting, the President recalled the essential points of the resolution of September 30th, which, he said, retained its full executive force. Alluding to the gravity of the Manchurian incidents, he observed that the Council's efforts to settle the dispute might be rendered vain if military operations continued, and if public opinion in the two countries could not recover sufficient calm to enable the Governments to co-operate in full confidence with the Council for the maintenance of peace.

The Japanese representative, M. Yoshizawa, declared that his Government intended to observe the resolution of September 30th both in letter and in spirit. In view of the complexity of the situation, both in Manchuria and in China, and the necessity of providing the Council with objective information, he proposed that a commission of inquiry should be despatched

to the spot. This Committee would have no power to intervene in the movements of military forces. In the view of the Japanese Government, the despatch of this commission and its composition would in no way modify its desire to withdraw its troops as soon as possible within the railway zone.

The Chinese representative, M. Sze, said that his Government could not bargain for the withdrawal of the Japanese troops, nor consent that such withdrawal depend upon any matter other than the arrangement of details for the securing of safety of life and property in the evacuated areas. His Government, he said, would agree to any reasonable arrangement, involving neutral co-operation under the auspices of the League. China had the firm intention of availing herself of every right conferred upon her under Article 11 and under any other article of the Covenant.

The British representative, Lord Cecil, recommended the acceptance of the Japanese proposal.

M. Sze said that he was unable immediately to express an opinion, but had no objection to the creation of the Commission of Inquiry, provided its composition should not serve as a pretext for the non-withdrawal of the Japanese forces.

The German, Spanish, Italian, Polish, Yugoslav, Norwegian, Guatemalan, Peruvian, and Panama representatives all expressed themselves in favour of the creation of the commission, and the Council unanimously decided to study the Japanese proposal.

On November 24th, after further meetings of the Members of the Council other than the parties, a scheme for settlement was established in the form of a resolution.

The main substance of the scheme, which was communicated to both parties, was as follows: The resolution of September 30th, by which both parties declared themselves to be solemnly bound, was recalled and re-affirmed. The two Governments were, accordingly, invited to take all steps to assure its execution, so that the withdrawal of the Japanese troops within the railway zone might be effected as speedily as possible. The parties would undertake to give the commanders of their respective forces the strictest orders to refrain from any initiative that might lead to further incidents and loss of life; they would also promise to take all measures necessary to avoid any further aggravation of the situation. The Members of the Council were invited to furnish it with information received from their representatives on the spot. It was proposed to appoint a commission to conduct an investigation on the spot. This commission, on which China and

\* The President of the Council was unable, owing to the re-opening of the French Parliament, to leave Paris, but requested and obtained his colleagues' consent to the Council meeting being held in that city.



Japan would each be represented by an assessor, would be instructed to report to the Council on any circumstances which, affecting international relations, would threaten to disturb peace between China and Japan, or the good understanding between the peoples on which peace depended.

In the draft settlement it was finally stated that the appointment and deliberations of the commission would not in any way prejudice the engagement entered into by the Japanese Government and embodied in the resolution of September 30th, to withdraw its troops within the railway zone.

On November 25th, General Dawes, in a communication to the press, intimated that the American Government approved the draft settlement as a whole, and urgently recommended that China and Japan should accept it.

On November 26th, the Members of the Council other than the representatives of the parties appointed a Drafting Committee to prepare a final text. The Drafting Committee was composed of the President of the Council or his deputy, Lord Cecil (British Empire), M. de Madariaga (Spain), and M. Colban (Norway).

Meanwhile, communications from the Chinese and Japanese Governments drew the Council's attention to the situation in the region of Chinchow. The Chinese Government asked the Council to make arrangements for the establishment of a neutral zone between the Chinese and Japanese forces, to be occupied by neutral detachments under the auspices of the Council; if the Council so desired, China would withdraw her forces to the other side of the Great Wall.

On November 25th, the President of the Council sent a telegram to the Chinese and Japanese Governments. He recalled that certain Governments had decided to send observers to the region, and asked the parties to give the commanders of their respective forces the strictest orders to refrain from any action that might lead to further engagements and further loss of human life.

In its reply, dated November 27th, the Japanese Government drew attention to the serious threat to the Japanese troops constituted by the presence of very large Chinese forces in the Chinchow district, and by the employment by the Chinese authorities of brigands and soldiers in civilian clothes. The Japanese troops, it was stated, would undertake no act of hostility except in self-defence or as a police measure. The Japanese Government stated that it had no objection in principle to declaring that should the Chinese forces be withdrawn

from the Chinchow district the Japanese forces would not enter the zone thus evacuated "except in the event of a serious and urgent threat."

By a telegram dated November 28th, the Chinese Government said that the Japanese forces were about to attack Chinchow, and asked the Council to take immediate action.

On November 26th, the President of the Council informed the Chinese and Japanese representatives that the Members of the Council had decided to request Governments able to send observers to the Chinchow region to give them the following instructions:

1. The observers should concert with each other to study the possibility of establishing between the Chinese and Japanese troops the demarcation of a neutral zone, or institute any other measure for the purpose of avoiding contact between troops.

2. The said observers should concert with each other to establish a method of liaison with the commanders of the Chinese and Japanese forces in view of necessary arrangements.

In order that these instructions might have the useful results which were to be expected, it would be desirable that the commander of the Chinese forces should be authorised to get into touch with the observers concerned.

On November 27th, M. Sze stated that the Chinese Government had immediately given instructions to the commander at Chinchow to enter into relations with the observers with a view to arrangements for avoiding contact between the Chinese and Japanese forces.

On November 28th, M. Yoshizawa recalled that his Government had already, in principle, given an undertaking that the Japanese troops would not enter the zone evacuated by the Chinese troops except in the improbable event of a serious and urgent threat. He desired to know how this suggestion would be received by the Chinese Government, and thought it useless to resort to the intervention of third parties for any dispute that might be settled by direct negotiation with China.

On November 29th, the President of the Council replied to M. Yoshizawa that his proposal was not in any way an invitation to resort to the intervention of a third party. The Members of the Council had merely contemplated exceptional measures designed to prevent any conflict between the forces in the region in question. In these circumstances he again recommended his suggestion of November 26th to the Japanese Government's attention.

The Council was still in session on December 1st.

## VIII.—SOCIAL AND HUMANITARIAN QUESTIONS.

## OPIUM SMOKING IN THE FAR EAST.

The Conference summoned by the League to deal with opium smoking in the Far East was held at Bangkok from November 9th to November 28th.

This Conference was summoned by decision of the Council under Article 12 of the Agreement concluded at the first Opium Conference of 1925, which dealt with opium smoking in the Far East. Article 12 provided for the summoning of periodical conferences to examine the situation with a view to the application of Chapter II of the Hague Convention of 1912 and the Geneva Agreement of 1925.

Delegations were sent by Great Britain, France, India, Japan, The Netherlands, Portugal, and Siam; the United States sent an observer.

The Conference based its work on the report of the Commission of Inquiry on Opium Smoking

in the Far East (M. Ekstrand, Sweden; M. Max Leo Gerard, Belgium; M. Havlasa, Czechoslovakia); this Commission had been directed by the Council to visit a certain number of Far Eastern countries.

According to the information so far received by the Secretary-General, the Conference adopted a new Agreement and Final Act which was signed by all delegates. The new Agreement concerns the prohibition of the retail sale of smoking opium through persons receiving commissions; the definition of minors to whom opium smoking is forbidden; the penalties to be inflicted upon persons convicted of inducing minors to smoke; and the prohibition of the sale of smoking opium except on cash terms.

The Final Act contains eleven recommendations. The text of the Final Act and Agreement will be published shortly, and a detailed analysis will be given in a later issue of the Monthly Summary.

## IX.—FORTHCOMING EVENTS.

January 11th.—Committee of Coal Experts, Geneva.

January 14th.—Economic Committee, Geneva.

January 18th.—Permanent Central Opium Board, Geneva.

January 18th.—Committee to consider the Pact of Economic Non-Aggression, Geneva.

January 19th.—Committee of Experts on Customs Nomenclature, Geneva.

January 21st.—Commission of Inquiry for European Union.

February 2nd.—General Disarmament Conference, Geneva.

## THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## I. TWENTY-THIRD (EXTRAORDINARY) SESSION.

The twenty-third (extraordinary) session of the Court, convened in the circumstances mentioned in the previous number, opened on November 5th.

The list contained the case relating to access to or anchorage in the port of Danzig for Polish war vessels, and that concerning the treatment of Polish nationals and other persons of Polish origin or speech in the territory of Danzig.

The Court was composed as follows: M. Adatci, President (Japan); M. Guerrero, Vice-President (Salvador); Baron Rolin-Jaquemyns (Belgium); Count Rostworowski (Poland); M. Fromageot (France); M. Altamira (Spain); M. Anzilotti (Italy); M. Urrutia (Colombia); Sir Cecil Hurst (Great Britain); M. Schücking (Germany); M. Negulesco (Roumania); Jonkheer van Eysinga (Netherlands); M. Wang (China); M. Bruns (Danzig, Judge *ad hoc*).

\* This chapter has been prepared with the aid of information furnished by the Registry of the Court.

Mr. Kellogg (United States) and M. de Bustamante (Cuba) were unable to attend this session.

## 2. ACCESS TO, OR ANCHORAGE IN, THE PORT OF DANZIG FOR POLISH WAR VESSELS.

Both the Danzig and Polish Governments filed a second written statement before the expiration of the time-limit fixed, viz., November 9th.

The hearings began on November 9th. At the first sitting, M. Bruns, the judge *ad hoc* appointed by the Danzig Government, made the solemn declaration provided for by Article 20 of the Statute and Article 5 of the Rules, and was duly declared installed as a judge *ad hoc* for the case.

In the course of hearings held on November 9th, 10th, 11th, 12th, 13th, and 14th, the Court heard the oral arguments presented by Sir John Fischer Williams, on behalf of the Government of Danzig, and by M. Moderow

and M. Charles de Visscher, on behalf of the Polish Government.

On November 14th, the President, whilst reserving the Court's right to call for any further information it might require, declared the hearings closed.

The Court then proceeded to consider its opinion.

### 3. TREATMENT OF POLISH NATIONALS, ETC., AT DANZIG.

The oral proceedings will open as soon as the work on the preceding case has been concluded; they are expected to begin on December 7th.

### 4. LEGAL STATUS OF CERTAIN PARTS OF EASTERN GREENLAND.

The Danish and Norwegian Governments, availing themselves of the right conferred on them by Article 31, paragraph 3, of the Court Statute, have respectively appointed to sit in the case as judges *ad hoc*, M. Herluf Zahle, Danish Minister at Berlin, and M. B. Vogt, Norwegian Minister in London.

The Danish Government duly filed its case (together with the annexes) on November 1st, the date fixed for that purpose.

### 5. THE CAPHANDARIS-MOLLOFF AGREEMENT OF DECEMBER 9TH, 1927.\*

The Greek Government has appointed M. Jean Coutzalexis, Greek Chargé d'Affaires at The Hague, as its Agent with the Court.

At the request of the Greek Government and with the consent of the Bulgarian Government, the time-limit for the filing of the first written statement, originally fixed to expire on December 15th, 1931, has been extended until January 5th, 1932, by an Order of Court of November 30th, 1931.

### 6. DELIMITATION OF THE TERRITORIAL WATERS BETWEEN THE ISLAND OF CASTELLORIZO AND THE COASTS OF ANATOLIA.

On November 18th the Turkish Chargé d'Affaires at The Hague filed with the Registry of the Court the text of a Special Agreement which was signed at Angora on May 30th, 1929, on behalf of the Turkish and Italian Governments.

The Special Agreement is designed to submit to the decision of the Court certain questions which have arisen between these two Govern-

ments in connection with the delimitation of the territorial waters between the island of Castellorizo and the coasts of Anatolia. These questions, as set forth in Article 1 of the Special Agreement, are as follows: (1) Whether, according to the terms of the Treaty of Lausanne of 1923, certain islands (which are enumerated in the Special Agreement) should be assigned, purely and simply, and in their entirety, to Turkey, or whether the said islands should be assigned, in their entirety, to Italy; (2) Whether, in case the Court should assign the whole of these islands to either party, or should make a division of them, of any kind whatsoever, between the parties, measures should be taken, and if so what measures, to safeguard maritime and local needs in the mutual interests of the parties? (3) Whether, according to the terms of the Treaty of Lausanne, the island of Kara Ada, situated in the Bay of Bodrum, should be purely and simply assigned to Italy?

The communications required by the Rules of Court have been duly made, in respect of the above-mentioned Special Agreement.

The Turkish Chargé d'Affaires has, further, transmitted to the Registry of the Court a declaration accepting the jurisdiction of the Court in accordance with the terms of paragraph 1 of Annex 5 to Article 35 of the Rules of Court. The communications provided for in paragraph 3 of the above-mentioned annex have been duly made in respect of the above declaration.

Mahmut Esat Bey, deputy for Izmir and former Minister of Justice, has been appointed as Agent for the Turkish Government in this case.

By an Order made on November 30th, 1931, the Court, having due regard to the proposals of the parties, has fixed the time-limits in the written proceedings as follows: For the filing of cases—April 1st, 1932; for the filing of counter-cases—July 1st, 1932; for the filing of replies—September 2nd, 1932.

### 7. DESIGNATION OF A MEMBER OF THE HUNGARO-YUGOSLAV MIXED ARBITRAL TRIBUNAL.

On November 5th the Court designated a successor to the late M. Nyholm, as Member of the above Tribunal. The Court chose M. K. F. Hammerich (Denmark), former Head of a Division in the Danish Ministry of the Interior, former Judge of the Sønderborg Court of Appeal, and now President of the Anglo-Turk and Italo-Turk Mixed Arbitral Tribunals at Stamboul (Designated in 1925 by the President of the Court).

\* See Monthly Summary, October, 1931.

# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. XI., No. 12.

DECEMBER, 1931.

## TABLE OF CONTENTS

	PAGE		PAGE
I. <i>The League of Nations in 1930-1931</i>	323	of Nations Catalogued in the League of Nations Library from July to November, 1931 . . .	339
II. <i>Administrative Questions :</i>		VII. <i>Forthcoming Events</i> . . .	342
1. Twenty-first Session of the Mandates Commission . . .	327		
2. Frontier between Syria and Iraq . . . . .	332		
III. <i>Political Questions :</i>		<i>The Permanent Court of International Justice.</i>	
Appeal of the Chinese Govern- ment under Article 11 of the Covenant . . . . .	333	1. Access to and Anchorage in the Port of Danzig for Polish War-Vessels .	342
IV. <i>Social and Humanitarian Questions :</i>		2. Treatment of Polish Nationals and other Persons of Polish Origin or Speech in the Territory of Danzig .	343
The Bangkok Conference on Opium Smoking . . . . .	337	3. Delimitation of the Territorial Waters between the Island of Castellorizo and the Coasts of Anatolia . . .	344
V. <i>Obituary :</i>		4. Chamber for Summary Procedure for 1932 . . . . .	344
1. Death of M. Salandra . . .	338	5. Free Zones of Gex and Upper Savoy .	344
2. Death of M. Loucheur . . .	339		
VI. <i>Publications and Library Questions :</i>			
Annotated Bibliography of the Principal Works on the League			

*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—THE LEAGUE OF NATIONS IN 1930-1931.\*

The year 1930-1931 was marked in all countries by the extension and aggravation of the economic and financial crisis. It was inevitable that the work of the League, with its membership of fifty-five States, should be profoundly affected by this situation.

At the request of certain States of Central Europe, the League gave its careful attention to their position. An International Agricultural Mortgage Credit Company was created. Committees of Experts, working in accordance with the principles of the Economic Conference of 1927, drew up a body of doctrine as a basis for Government action in this connection.

As regards the organisation of peace—a domain which is specially reserved for the League by its constitution—it was decided to hold the First Conference for the Limitation and Reduction of Armaments. An Armaments

Truce of one year was proclaimed, and the League drew up the text of a Convention for the Improvement of means of Preventing War.

The League also concerned itself with conflicts which endangered the peace, and in particular with a very complicated situation in the Far East.

The League has constituted a Commission of Inquiry for European Union, but this has not prevented it from continuing to extend its field of action outside Europe. It has intensified its technical co-operation both with Latin America and with Far Eastern countries. Conferences such as those for limitation of drug manufacture, maritime signals, and lighting of

\*This summary will serve as an introduction to the yearly pamphlet "The League of Nations from Year to Year." The next edition of this pamphlet will be published in the first months of 1932.

coasts, unification of law on bills of exchange and cheques, have achieved results which are of universal interest. It was definitely recognised that it is impossible to solve any of the more important problems on a basis other than that of general international co-operation.

When opening the Twelfth Assembly, to which fifty-three States had sent representatives (including four Prime Ministers and twenty-three Foreign Ministers), the Acting President of the Council, M. Lerroux, referred to the crisis and emphasised the necessity of more definite and general international co-operation. It rested with the assembled nations, he said, acting in the spirit of the Covenant, to arrest the present wave of pessimism, to ensure co-ordination of effort in the financial, economic, and political fields, to restore tranquility, and bring about a revival of confidence.

The President of the Assembly, M. Titulesco, elected for the second time, also appealed to the courage of all nations to unite in the struggle against a destiny which only complete solidarity would overcome.

#### MAINTENANCE AND ORGANISATION OF PEACE.

A favourable feature of the past year was the development of the system of arbitration. Thirty-seven States, including almost all European countries, have now recognised the compulsory jurisdiction of the Permanent Court of International Justice, and sixteen States have acceded to the General Act for the Pacific Settlement of International Disputes.

As regards security, the General Convention for the Improvement of Means of Preventing War, which has been signed by fourteen States, reinforces the means at the disposal of the Council under Article 11 of the Covenant, by enabling it to pass decisions and recommendations without reckoning the vote of the parties to the dispute.

The termination of the work of the Preparatory Commission for the Disarmament Conference made it possible for the Conference for the Reduction of Armaments to be summoned for February 2nd at Geneva, under the presidency of Mr. Arthur Henderson. The States invited to the Conference, which, in addition to the League Members, include Afghanistan, Brazil, Costa Rica, Ecuador, the United States, Hedjaz, Turkey, the Union of Soviet Socialist Republics, were asked to give detailed information regarding the position of their armaments in order to place the fullest possible material at the disposal of the Conference. Fifty States sent in detailed information with figures and tables.

At the suggestion of the Italian representative, the Assembly, after a debate in its Third Committee in which Members of the League, Costa Rica, Egypt, the United States, Turkey, and Brazil took part, approved the principle of an armaments truce of one year. Approached by the Council, fifty-three States accepted the principle of the truce, and the President expressed the view that it might be considered as adopted for one year as from November 1st, 1931.

On the proposal of the Spanish delegation, the League included in its agenda the question of the co-operation of women in the organisation of peace, and the collaboration of the press in the campaign against the dissemination of false news likely to disturb international relations.

On several occasions the Council acted as mediator.

As regards the Polish-Lithuanian relations, although it was impossible to conclude a formal agreement, the Lithuanian and Polish Foreign Ministers gave assurances that everything would be done to avoid the recurrence of local difficulties, and, as a matter of fact, no serious incident has taken place for nearly two years.

The League also facilitated the settlement of a dispute between Bulgaria and Greece regarding the application of the Molloff-Caphandaris Agreement.

At three of its meetings, the Council considered the appeal of the Chinese Government under Article 11 of the Covenant, the Japanese Government having sent troops outside the railway zone of Southern Manchuria. By a resolution voted on September 30th, and confirmed on December 10th, the Council recorded the undertaking of the Chinese and Japanese Governments to make the necessary arrangements for the withdrawal of the Japanese troops within the railway zone, to be effected as quickly as possible, and it unanimously decided to send to the spot a Commission of Investigation of five Members. This Commission will be instructed to report to the Council on any circumstance likely to disturb peace or good understanding between China and Japan.

At each of its sessions the Council considered a certain number of minority questions, mostly concerning Poland, and more particularly Upper Silesia. Following communications from the German Government and the *Deutscher Volksbund*, to which the Polish Government replied, a comprehensive debate took place in the Council, the principal speakers being the German and Polish representatives. The Council expressed the view that it was its duty to ensure a régime of normal relations between

the Polish authorities and the German minority. The Polish representative said that his Government would do all in its power to give the minority that feeling of confidence of which the President of the Council, Mr. Henderson, had proclaimed the necessity.

The question of the admission of sixty children to the Upper Silesian minority schools was settled on the basis of an opinion of the Permanent Court.

At the Assembly the League's work on minority questions was the subject of a discussion which was conspicuous for its impartiality and moderation.

The question of Polish-Danzig relations having been raised, the Council, on the special report of the League High Commissioner at Danzig, defined the powers of the latter and unanimously expressed its disapproval of any demonstration or action directed against the statute of the Free City from whatever quarter it might come. The advisory opinion of the Permanent Court was sought on certain questions concerning Polish nationals in Danzig and Poland's rights as regards the anchorage of war vessels in Danzig harbour and waterways.

The Permanent Mandates Commission dealt principally with the definition of the general conditions to be fulfilled in the event of the termination of a mandate. The Commission held the view that the emancipation of a mandated territory should depend upon (1) the existence in a territory of a situation making it possible to presume that the State in question had reached a stage when, in principle, it had become capable of self-government; (2) the granting by that territory of guarantees designed to give satisfaction to League Members. The Council and the Assembly approved a series of principles formulated by the Commission to the effect that it would be necessary to determine in each special case the degree of maturity reached by the territory the emancipation of which had been proposed. The British Government expressed the intention of presenting Iraq as a candidate for admission to the League in 1932, and the Mandates Commission gave its special attention to the position of that territory, which it considered in the light of a report from the British Government.

#### LEGAL AND CONSTITUTIONAL QUESTIONS.

This year a new Member was added to the League. At its opening meeting, the Assembly, on the proposal of Germany, Great Britain, Spain, France, Italy, and Japan, decided to invite Mexico to 'lend its valuable support

to the League as though it had been invited from the outset." Mexico replied in the affirmative, and on September 14th the Assembly proclaimed Mexico a Member of the League; on September 23rd, the Mexican delegate was received by the Assembly.

The Assembly again considered the question of the harmonisation of the League Covenant with the Paris Pact, in particular as regards the amendment of the former on the three following points: (1) the prohibition to resort to war; (2) the organisation of pacific methods for the settlement of disputes; (3) the strengthening of the pacific action of the Council.

The Assembly confirmed its desire to pursue the work of embodying in the Covenant a general prohibition of resort to war, and instructed a Commission, which will include representatives of all States Members, and meet during the Disarmament Conference, to draw up the texts of the proposed amendments. The Assembly approved a preparatory procedure for general conventions negotiated under the League's auspices and for the progressive codification of international law.

#### INTERNATIONAL CO-OPERATION.

A special effort was made in the domain of international co-operation by the League and the Commission of Inquiry for European Union, the opinion having been expressed that this could alone prove an effective remedy for the economic and financial crisis.

Despite two attempts, in November, 1930, and March, 1931, the Commercial Convention of March 24th, 1930, could not be brought into force. While taking account of the fact that the economic crisis had led many countries to retain their freedom of action as regards tariffs, the Assembly associated itself with the appeal that the Commission of Inquiry for European Union had addressed to States inviting them to conform as far as possible to the principles laid down in the Convention.

The improvement of commercial relations between European States, the development of international and economic agreements and of so-called economic *rapprochements*, engaged the attention of the European Commission, the Council, and the Assembly. After the conclusion by Germany and Austria of a Protocol for the establishment of a Customs Union, the Council asked the Permanent Court for an advisory opinion as to the compatibility of the proposed agreement with Austria's international engagements, but before the Court had given its opinion the German and Austrian Governments intimated that they did not intend to

pursue this scheme. The League also considered the possible effect of the efforts made by European countries on other parts of the world, and proclaimed that the system of the most-favoured-nation clause must remain the essential safeguard of normal economic relations between the nations. The Assembly took note of the termination of the work for the establishment of a unified Customs nomenclature, and of the completion of preliminary draft veterinary conventions. It expressed its satisfaction at the success of the Conference for the unification of law of bills of exchange, promissory notes, and cheques.

As regards agricultural questions, the League endeavoured to promote the international organisation of the cereal trade, while agreeing, at the request of the European Commission, to the establishment of a preferential system in certain special cases.

To mitigate the effects of the economic crisis, important public works were contemplated, to be jointly undertaken by public or private concerns in European or non-European territory, and Governments were invited to submit concrete proposals taking into consideration the utility and productivity of the works envisaged.

The work of the Financial Organisation was especially far-reaching in scope. Expert inquiries were undertaken in India, China, Liberia, Lithuania, Bulgaria, Greece, and Estonia. The studies initiated on the gold question, counterfeit currency, and double taxation were continued. A convention was signed creating an International Agricultural Mortgage Credit Company as a limited liability company, with its seat at Geneva. The company is designed to serve the interests of agriculturists of all countries having acceded to the Convention by granting them long-term credits.

The Austrian and Hungarian Governments asked the League to examine their financial situation. The League proceeded to certain investigations on the spot. Schemes of financial reform were drawn up by the League experts in co-operation with the Governments in question.

To be able to take a prompt decision in the case of financial emergencies in other countries, the Council adopted an urgent procedure which will enable its President to approve certain measures in the case of the aggravation of any given financial situation.

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During the past year three international conferences met under the auspices of the Transit Organisation, the subjects being the

unification of buoyage and lighting of coasts, the unification of river law, and road traffic.

The first Conference met at Lisbon and adopted agreements on maritime signals and attended lightships off their normal stations, as well as a series of recommendations on beacons and radio beacons.

The second drew up conventions for the unification of regulations concerning collisions in inland navigation, the registration of vessels used in inland navigation, and administrative measures concerning the right to a flag.

The third conference dealt with the unification of road signals, the establishment of rules concerning the fiscal régime of foreign motor-cars, and a customs agreement for the cancellation of triptychs.

The other problems dealt with by the Transit Organisation concerned co-operation with the Chinese Government in a scheme for the regulation of the waters of the River Hwai, the execution of works concerning the river system of Northern China, the development of the Port of Shanghai, the unification of transport statistics, and the transport of newspapers and periodicals.

The Health Organisation developed its liaison with the Governments of States Members. In Europe it co-operated with Bulgaria, Greece, Roumania, and Czechoslovakia; in Africa, with Liberia; in the Far East, with China (reorganisation of the sanitary services); and in Latin America, with the Argentine, Bolivia, Brazil, Peru, Chile, and Uruguay.

The Leprosy Commission met at Bangkok, where it established a prophylactic system based on recent scientific developments; and an International Leprosy Research Centre, created at Rio de Janeiro by Brazil, was placed under the League's auspices. The work undertaken in connection with the standardisation of sera was continued, and a European Rural Hygiene Conference adopted recommendations concerning medical assistance, the organisation of health services, and sanitary measures in rural districts.

As regards intellectual co-operation, the work was continued on the lines indicated by the 1930 Assembly. In the scientific, artistic, and bibliographical domains, considerable efforts of an essentially practical character were made with a view to co-ordination. The Assembly emphasised the universal character of the work done by the Intellectual Co-operation Organisation by the formal recognition of its existence as an organisation consisting of an International Committee with its Commissions and Committees, the Paris Institute, the Rome Institute

of Educational Cinematography, and National Committees of Intellectual Co-operation.

In the humanitarian field the principal event was a Conference, which adopted a Convention for the Limitation of Manufacture and the Regulation of the Distribution of Narcotic Drugs. This is the first time that such an industry has been internationally regulated; for the first time also, as far as the drug industry is concerned, the humanitarian and moral aspect has been placed above economic considerations. Thanks to the system established, there will henceforth be at the seat of the League a kind of central counting house for the world drug traffic. The Assembly invited Governments to do all in their power to ensure the stringent and universal application of the Convention.

The Assembly further noted progress as regards the ratification of the Geneva Convention of 1925, which has now forty-two adherents. It further invited the Opium Advisory Committee to collect the material necessary for the work of a conference for the limitation of the production of opium and of the cocoa leaf harvest. Following the deposit of the Report of the Commission of Inquiry into Opium Smoking in the Far East, a Conference met at Bangkok in November, 1931, to consider this problem.

As regards refugees, the humanitarian work of protection, hitherto ensured by the High Commissioner for Refugees, was transferred to the Nansen International Office, under the presidency of M. Max Hüber.

As regards slavery, the Assembly decided that a small committee of experts should consider the material on the problem transmitted by Governments since the signature of the 1926 Convention. This committee will submit suggestions on the assistance which the League will be able to give all the countries seeking its aid with a view to the abolition of slavery. On the report of the International Commission despatched to Liberia to inquire into slavery and forced labour, the League decided to give Liberia the assistance requested by the Government. Several experts were accordingly sent to Liberia.

#### COMMISSION OF INQUIRY FOR EUROPEAN UNION.

The Commission of Inquiry for European Union constituted by the Eleventh Assembly

under the presidency of M. Briand devoted its principal efforts to the European economic situation. It invited European Governments not Members of the League (Italian, Turkey, and the Union of Soviet Socialist Republics) to take part in its work. This invitation was accepted. Numerous expert committees studied various aspects of European economic problems such as the position of farmers, and more especially of cereal producers, the Customs system, the organisation of credit, unemployment, a scheme for a pact of economic non-aggression.

The Assembly invited the Commission to continue its work, recommending that it should refer to the League Organisations such problems as might seem to require settlement on a universal plane.

#### THE COUNCIL ELECTIONS.

On September 14th, the Assembly elected three non-permanent Members of the Council. China and Panama succeeded Persia and Venezuela, obtaining respectively 48 and 45 votes. Spain, declared re-eligible by an Assembly vote of December 19th, 1928, was re-elected by 43 votes out of 50 cast.

For 1931-1932 the Council is, therefore, composed as follows:—

##### *Permanent Members.*

British Empire, France, Germany, Italy, Japan.

##### *Non-Permanent Members.*

China, Guatemala, Irish Free State, Norway, Panama, Peru, Poland, Spain, and Yugoslavia.

The Members whose mandates expire next year are Peru, Poland, and Yugoslavia. Poland was declared re-eligible by the Assembly of 1926.

On the proposal of the British delegation, the Assembly instructed the Council to appoint a special committee to study the present system of Council elections and to report next year on reforms that may seem desirable. In the British proposal it was pointed out that States which did not belong to any special group had hardly any chance of being elected to the Council. It was recalled that Portugal had been a special sufferer from this situation, to which she had drawn attention in a memorandum addressed to the Members of the League.

## II.—ADMINISTRATIVE QUESTIONS.

### I. TWENTY-FIRST SESSION OF THE PERMANENT MANDATES COMMISSION.

The twenty-first session of the Permanent

Mandates Commission was held at Geneva from October 26th to November 13th.

The Commission examined, with the assistance



of representatives of the mandatory Powers, annual reports regarding the following territories: Ruanda-Urundi, Tanganyika, Togoland under British Mandate, Cameroons under British Mandate, Islands under Japanese Mandate, Iraq, Cameroons under French Mandate, Togoland under French Mandate, and Western Samoa.

The Commission also dealt with the proposal of the British Government for the emancipation of Iraq from the mandate régime.

#### I.—REGULAR WORK OF THE COMMISSION.

##### A. General Questions.

The Commission considered the replies of the mandatory Powers with regard to the liquor traffic in territories under B and C Mandate, and expressed the hope that they would continue to make every effort to control the traffic, and particularly to prevent the natives from making clandestine distilleries.

##### B. Administration of certain Territories.

The effects of the economic depression now prevailing throughout the world are being felt all the more severely in the mandated territories since the prosperity of those territories is closely bound up with the ruling prices of raw materials. The Commission therefore expressed the hope that mandatories would make a special point of supplying it in future reports with information as to the policy they intended to follow in order to deal with the budget deficit entailed by this depression.

##### *Territories under A Mandate.*

1. *Iraq*.—At its autumn session the Commission devoted its attention mainly to examining the British proposal for the emancipation of Iraq (see below); but it also reviewed the report submitted by the mandatory on the administration of the territory in 1930. On this occasion it noted a declaration by the accredited representative to the effect that the British and French Governments had agreed to request the Council to determine the frontier between Iraq and Syria, and with this end in view to send a Commission to investigate on the spot the line mentioned in the Franco-British Convention of 1920.

The Commission noted that the Bahai community had not yet obtained redress for a miscarriage of justice from which it had suffered.\*

##### *Territories under B Mandate.*

1. *Tanganyika*.—The Commission was concerned at the fact that the economic, financial,

and social life of this territory was seriously affected by the world economic crisis. It expressed the hope that the necessary retrenchments in the budget might be effected without any serious diminution in the educational, medical, and other public services affecting the native population; and also that the steps taken by the administration would prevent the recurrence of famines similar to that of 1929 in the province of Bukova. It asked the mandatory to furnish later information regarding agricultural credits, education, labour conditions, and public health.

2. *Togoland and Cameroons under British Mandate*.—The Commission recommended that the local authorities should give their special attention to the liquor traffic across the frontiers and should conclude agreements and institute measures which would have the effect of making any attempt at smuggling unprofitable (a similar recommendation is also addressed to the French authorities in the neighbouring territories).

(a) *Cameroons*.—The Commission thanked the mandatory for information concerning sleeping sickness and leprosy, and expressed the hope that steps for effectively combating these diseases would continue to be taken by the Administration.

(b) *Togoland*.—The Commission noted that the consumption of spirituous liquors had considerably decreased in the territory. It asked that information should be given next year on the financial situation.

3. *Cameroons and Togoland under French Mandate*.—The Commission considered the question of the subsidies granted by the territories to various propaganda institutions and bodies. This question had already been examined at previous sessions.† In the commentary submitted by the accredited representative on the report to the Council it was observed that the mandatory had already intimated to the Commission its view that the granting of such subsidies constituted in most cases useful propaganda for the territories.

4. *Ruanda-Urundi*.—The Commission noted that chiefs and sub-chiefs had frequently been deposed on the ground of passive opposition to the instructions of the mandatory authorities; it also noted that this state of affairs was engaging the attention of the mandatory, and that it confidently expected more reliable and active co-operation from those called upon to succeed the chiefs who had proved unequal to

† See Monthly Summary, Vol. IX., No. 8, page 259 and Vol. X., No. 8, page 151.

\* See Monthly Summary, Vol. IX., No. 2, page 57.

their duties. It further asked the mandatory for information on the high infant mortality in the territory, on education, on the liquor traffic, and on public health.

#### *Territories under C Mandate.*

1. *Islands under Japanese Mandate.*—It was noted that the native population of the island of Yap had decreased considerably (about a quarter in ten years). This situation caused some anxiety to the Commission, which while appreciating the efforts of the mandatory to ascertain the causes of the diminution, expressed the view that it would be advisable to study this question not merely from the medical but also from the social standpoint.

2. *Western Samoa.*—Indications given in the report for 1930-1931 enabled the Commission to note that the general situation was improving, and that certain results had been obtained as regards co-operation between the Administration and the native population. The Commission having drawn attention to the fact that it had received no further information that would enable it to form a clear opinion as to present conditions, the accredited representative replied that this omission was due to the fact that the readjustment subsequent to the long period during which the natives had not co-operated with the Government was necessarily a slow process. He added that the situation was satisfactory, and that the future might be envisaged with confidence.

In its special observations the Committee asked for information on the work of the missions in general and more particularly as regards education.

#### *C. Petitions.*

The Commission considered various petitions concerning Iraq, Palestine, the Cameroons, and Togoland under French mandate, Tanganyika, South-West Africa, and Western Samoa. The more important, which affected groups of persons and interests, included the following:—  
*Iraq.*

1. *Petitions from the Iraq Minorities (Non-Moslem) Rescue Committee.*—The Commission considered that the complaints put forward in these petitions were of the same nature as those considered at its twentieth session, and that apart from the proposal to constitute in Iraq an enclave where the minorities might enjoy local autonomy, no new fact of importance had been adduced. It accordingly expressed the view that there was no need to recommend that the Council should take any particular action on these petitions. Nevertheless, although

unable to gauge how much credence should be attached to the petitions, the Commission regarded them as further evidence of the apprehension to which the proposed termination of the Mandate had given rise among certain elements belonging to the Iraq minorities.

2. *Petition from certain persons purporting to be Iraqi Kurds.*—This petition aims at drawing the attention of the Commission to ill-treatment from which the petitioners are alleged to have suffered. The Commission considered the matter, and after noting the observations of the British Government, which disputed the qualification of the petitioners to speak on behalf of the Iraqi Kurds, as well as the historical foundation for their complaints, expressed the view that the petitioners took their stand on legal texts whose meaning they manifestly distorted. It nevertheless considered that the unrest persisting among the Kurds should engage attention, and that the Council's attention should be drawn afresh to the uncertain fate which lay before them if Great Britain's moral protection, which they had enjoyed for more than ten years, were to be withdrawn, unless they were given equivalent guarantees.

#### *Palestine.*

*Petition from M. Israël Amikam.*—This petition states that the postal and telegraphic administration of Palestine has infringed the right of the Hebrew language to be treated on an equal footing with the other official languages of Palestine. The British Government pointed out that the question had been carefully examined on several occasions, but that owing to technical and financial difficulties it had not been possible to make the necessary arrangements. The Government further put forward several legal arguments. The Commission considered that the petition should not form the subject of a recommendation to the Council. It nevertheless expressed the hope that the mandatory would from time to time reconsider the question of the transmission of telegrams in Hebrew characters, in order to ascertain whether the technical and financial difficulties which had hitherto prevented the Administration from allowing such transmission still prevailed.

2. *Proposal of the British Government with regard to the Emancipation of Iraq.*—The Permanent Mandates Commission was called upon to give its opinion on the following point: Whether the time for putting an end to the mandatory régime as contemplated in Article 22 of the Covenant has arrived in the case of Iraq, a régime which from its inception

has possessed certain special features, and . . . To define the guarantees which would in that case be given by Iraq to the League of Nations.

As the Commission has already pointed out, the question whether a people which has hitherto been under the mandatory régime has become fit to stand alone is above all a question of fact. In determining its ability to do so, it is necessary not only to ascertain whether the country desirous of emancipation has at present the essential political institutions and administrative machinery of a modern State, but also whether it gives evidence of such social conditions and civic spirit as would ensure the regular working of these institutions and the effective exercise of the civil and political rights established by law.

In its conclusions, the Commission pointed out that it had had no opportunity of observing at first hand the moral condition and internal policy of Iraq, the degree of efficiency reached by its administrative organisation, the spirit in which its laws were applied and in which its institutions functioned.

The Commission was therefore able to reach a conclusion only on the basis of the reports of the mandatory and the declarations of the accredited representative. The views of the British Government as to the political maturity of Iraq, it stated, were the views of the guide who had constantly seen and directed the rapid progress made by that country during the mandatory régime. The full significance of these views was recognised when considered in conjunction with the declaration made by the accredited representative of the British Government at the twentieth session of the Commission that "His Majesty's Government fully realises its responsibility in recommending that Iraq should be admitted to the League, which is in its view the only legal way of terminating the mandate. Should Iraq prove herself unworthy of the confidence which has been placed in her, the moral responsibility must rest with His Majesty's Government . . ."

Had it not been for this declaration, the Commission added, it would have been unable to contemplate the termination of the régime which appeared some years ago to be necessary in the interests of all sections of the population.

The Commission finally associated itself with the views expressed by the mandatory in its special report covering the period 1920-1931, namely, that His Majesty's Government had never regarded the attainment of an ideal standard of administrative efficiency and stability as the necessary condition of the termination of the mandatory régime . . . nor

had it been their conception that Iraq should from the first be able to challenge comparison with the most highly developed and civilised nations in the modern world.

At its preceding session, the Mandates Commission laid down a series of conditions which must be fulfilled before a mandated territory can be released from the mandatory régime as well as certain guarantees which such a territory must furnish.\* The conditions are as follows:

"(a) It must have a settled Government and an administration capable of maintaining the regular operation of essential Government services;

"(b) It must be capable of maintaining its territorial integrity and political independence;

"(c) It must be able to maintain the public peace throughout the whole territory;

"(d) It must have at its disposal adequate financial resources to provide regularly for normal Government requirements;

"(e) It must possess laws and a judicial organisation which will afford equal and regular justice to all."

The Commission endeavoured to determine whether these conditions really existed in Iraq. In this respect, it arrived at the following opinion, which is based on the accompanying considerations:

"(a) The accredited representative, while not claiming that the administration of Iraq had attained perfection, stated on behalf of the British Government that the first condition was fulfilled in Iraq. As the Commission has no information which would justify a contrary opinion, it considers that the assumption may be accepted that Iraq now possesses a settled Government and an administration capable of maintaining the regular operation of essential Government services.

"(b) The present military establishment of Iraq is not such that this country can be regarded as capable of maintaining its territorial integrity and political independence against a foreign aggressor by means of its own national forces.

"On the other hand, if Iraq should be admitted to the League of Nations it would enjoy the guarantees of security which all the States Members of the League derive from the Covenant. In the same eventuality the Anglo-Iraqi Treaty of Alliance of June 30th, 1930, would automatically come into force, and under Article 4 of this treaty the contracting parties are bound to afford each other mutual and immediate help in case of war.

"In these circumstances, and if the termination of the mandatory régime is accompanied by the admission of Iraq to the League of Nations, the Commission considers that Iraq fulfils the second condition, interpreted in the sense attached to it by the Commission itself.

"(c) During the present session, the accredited representative of the mandatory Power also stated that the Iraq army and police would be sufficient

\* See Monthly Summary, Vol. XI, No. 8, page 210.

to cope with anything that could be reasonably foreseen.

"The Commission accepts this judgment, having no information to the contrary. It expresses the opinion that the present situation in Iraq justifies the acceptance of the assumption that the Government is able to maintain the public peace throughout the whole territory.

"(d) The Commission does not propose to express an opinion on the solidity of the financial system of a State whose credit has not yet been tested and whose national currency has not yet been put into circulation.

"The present financial situation of Iraq is undoubtedly sound and the latent resources of the country are considerable. Furthermore, the Commission found nothing in the information supplied by the mandatory Power which might lead it to suppose that Iraq, provided that the public revenues continue to be prudently managed and that steps are taken to encourage economic development, will not have at its disposal adequate financial resources to provide regularly for normal Government requirements.

"(e) The Commission is of opinion that Iraq possesses laws and a judicial organisation which, subject to certain readjustment and improvements, the necessity of which was recognized by the accredited representative of the mandatory Power, and provided that at least the same guarantees be assured as the Anglo-Iraqi Judicial Agreement of March 4th, 1931, will afford uniform justice to all."

. . .

In its report to the Council on the work of its twentieth session, the Commission suggested that, without prejudice to any supplementary guarantee that might be justified by the special circumstances of certain territories or their recent history the undertakings of a new State should ensure and guarantee:

(a) The effective protection of racial, linguistic, and religious minorities;

(b) The privileges and immunities of foreigners (in the Near-Eastern territories), including consular jurisdiction and protection as formerly practised in the Ottoman Empire in virtue of the capitulations and usages, unless any other arrangement on this subject has been previously approved by the Council of the League of Nations in concert with the Powers concerned;

(c) The interests of foreigners in judicial, civil, and criminal cases, in so far as these interests are not guaranteed by the capitulations;

(d) Freedom of conscience and public worship and the free exercise of the religious, educational, and medical activities of religious missions of all denominations, subject to such measures as may be indispensable for the maintenance of public order, morality and effective administration;

(e) The financial obligations regularly assumed by the former mandatory Power;

(f) Rights of every kind legally required under the mandate régime;

(g) The maintenance in force for their respective duration and subject to the right of denunciation by the parties concerned of the International

conventions, both general and special, to which, during the mandate, the mandatory Power acceded on behalf of the mandated territory.

On these points, the Commission expressed the following opinion:

(a) In the case of Iraq, the Commission is of opinion that the protection of racial, linguistic, and religious minorities should be ensured by means of a series of provisions inserted in a declaration to be made by the Iraqi Government before the Council of the League of Nations, and by the acceptance of the rules of procedure laid down by the Council in regard to petitions concerning minorities, according to which, in particular, minorities themselves, as well as any person, association or interested State, have the right to submit petitions to the League of Nations.

(i) This declaration, the text of which would be settled in agreement with the Council, would contain the general provisions relating to the protection of the said minorities accepted by several European States.

In addition, Iraq would accept any special provisions which the Council of the League of Nations, in agreement with the Iraqi Government, might think it necessary to lay down as a temporary or permanent measure to ensure the effective protection of racial, linguistic, and religious minorities in Iraq.

Various suggestions as to how practical effect could be given to this protection were made in the course of the Commission's discussion.

(ii) Iraq would agree that, in so far as they affected persons belonging to the racial, linguistic, or religious minorities, these provisions would constitute obligations of international concern and would be placed under the guarantee of the League of Nations. No modification could be made in them without the assent of a majority of the Council of the League of Nations.

Iraq would agree that any Member of the Council of the League of Nations would have the right to bring to the attention of the Council any infraction or danger of infraction of any of these stipulations, and the Council could thereupon take such action and give such directions as it might deem proper and effective in the circumstances.

Finally Iraq would agree that any difference of opinion as to questions of law or fact arising out of these provisions between Iraq and a Member of the Council of the League of Nations would be held to be a dispute of an international character under Article 14 of the Covenant of the League of Nations. Any such dispute would, if the other party thereto demanded, be referred to the Permanent Court of International Justice. The decision of the Permanent Court would be final and would have the same force and effect as an award under Article 13 of the Covenant.

(b) As regards more particularly the safeguarding of the interests of foreigners in judicial matters, civil and criminal, the Commission considers that the Iraqi Government should give a solemn pledge to the Council guaranteeing

those interests. This pledge, which would take the place of the capitulations which would normally be revived on the expiration of the Judicial Agreement of March 4th, 1931, should be based on that agreement, which has received the approval of the Council and of the Powers concerned, and should be subject to the consent of the said Powers. The majority of the Commission, however, is of opinion that it would be desirable that the foreign judges forming part of the judiciary of Iraq should not be exclusively of British nationality.

(c) On the other hand, should there be a simple reversion to the system of the capitulations, it would be important to safeguard the interests of the nationals of those of the States Members of the League which did not enjoy capitulatory rights in the Ottoman Empire, or which had renounced them by treaty. In that case, therefore Iraq should make a declaration to the Council guaranteeing the interests in civil and criminal judicial matters of foreigners who do not enjoy the benefit of the capitulations. The terms of this declaration, which would be determined by agreement between Iraq and the Council, might be based on the considerations outlined in the previous paragraph.

(d) Iraq should formally undertake before the Council in accordance with the resolution of September 4th, 1931, to ensure and guarantee freedom of conscience and public worship, and the free exercise of the religious, educational, and medical activities of religious missions of all denominations, whatever their nationality, subject to such measures as may be indispensable for the maintenance of morality and public order.

(e) Iraq should also make a declaration before the Council with regard to the financial obligations assumed in regular form by the mandatory Power. This declaration should provide every guarantee for the application of the principle laid down in the Council's resolution of September 15th, 1925.\*

(f) and (g) Iraq should likewise give an undertaking to the Council to respect all rights of every kind legally acquired before and during the mandatory régime and to maintain in force the international Conventions both general and special to which, during the currency of that régime, Iraq or the mandatory Power on its behalf has acceded, for the period of validity provided for in such Conventions subject to any right of denunciation which the parties may possess.

\* \* \*

The Commission recommended that "the new State, if hitherto subject to the economic

\* Extract from the Council's resolution of September 15th, 1925:—

"The Council,

"In view of the discussion of the Permanent Mandates Commission, in the course of its sixth session, on the subject of loans, advances and investments of public and private capital in mandated territories, and in view of the earlier discussions and inquiries and of the statements of the mandatory Powers on this subject:

"(1) Declares that the validity of financial obligations assumed by a mandatory Power on behalf of a mandated territory in conformity with the provisions of the mandate, and all rights regularly acquired under the mandatory

equality clause, should consent to secure to all States Members of the League of Nations the most-favoured-nation treatment as a transitory measure on condition of reciprocity."

In its resolution of September 4th, 1931, the Council decided that it would have to satisfy itself that "the principle of economic equality is safeguarded in accordance with the spirit of the Covenant and with the recommendation of the Mandates Commission." The Council therefore held that the concession of this latter advantage should be one of the conditions laid down for the termination of the mandate.

Iraq should therefore formally accept the obligation to grant most-favoured-nation treatment subject to reciprocity to all States Members of the League of Nations for a transitional period, the duration of which would be determined by negotiations with the Council.

\* \* \*

Except as regards protection of minorities for which the procedure is provided above, the Commission recommends that Iraq should be requested to accept that any difference of opinion arising between Iraq and any Member of the League of Nations relating to the interpretation or the execution of the undertakings assumed before the Council may, by an application by such Member, be submitted to the Permanent Court of International Justice.

\* \* \*

Finally the Commission, in conformity with the Council's resolution of September 4th, 1931, examined the undertakings entered into by Iraq with Great Britain from the point of view of their compatibility with the status of an independent State.

After having carefully considered the text of these undertakings and having heard the explanations and information on the subject from the accredited representative, the Commission came to the conclusion that, although certain of the provisions of the Treaty of Alliance of June 30th, 1930, were somewhat unusual in treaties of this kind, the obligations entered into by Iraq towards Great Britain did not explicitly infringe the independence of the new State.

## 2. FRONTIER BETWEEN SYRIA AND IRAQ.

The Council had before it a joint request from the British and French Governments asking it to help them to solve the difficulties encountered in delimiting the frontier between Iraq and Syria.

régime are in no way impaired by the fact that the territory is administered under mandate;

"(2) Agrees on the following principles:

"(a) That the cessation or transfer of a mandate cannot take place unless the Council has been assured in advance that the financial obligations regularly assumed by the former mandatory Power will be carried out, and that all rights regularly acquired under the administration of the former mandatory Power shall be respected, and,

"(b) That, when this change has been effected, the Council will continue to use all its influence to ensure the fulfilment of these obligations."

The mandatories pointed out that there were certain divergencies of opinion regarding the exact interpretation of the Convention signed in 1920. They observed that, whatever interpretation was placed upon the Convention, a frontier drawn in strict conformity therewith would be likely to be unsatisfactory in certain sectors for military, political, administrative, tribal, economic, geographical or other reasons. The British and French Governments considered that it was not within the competence of a delimitation commission such as that referred to in the Convention to modify the frontier sufficiently to remove the unsatisfactory features mentioned above. Desiring, however, to promote a speedy, final, and equitable settlement of the question, they invited the Council to examine all aspects of the problem and to indicate a frontier which could be accepted by all concerned.

On December 9th, the Council, on the proposal of the rapporteur, the Yugoslav representative, decided to appoint a Commission of three members, selected for their special competence and nationals of countries not parties to the question, assisted by four assessors, to collect full information and particulars and to submit suggestions. The expenses of the Commission will be borne by the two mandatories concerned.

The report presented by the Yugoslav delegate provided that the Acting President of the Council should appoint the members of the Commission with the assistance of the rapporteur on mandates questions. M. Briand pointed out that, as representative of one of the parties concerned, he could not take part in the appointment and proposed to ask his predecessor, the Spanish representative, to undertake this duty. In taking this decision, he added, the Council would simply be following the procedure observed in minority questions, when, if the Acting President belonged to a country interested in a question under consideration, he delegated his power to his predecessor in office.

Lord Cecil, on behalf of the British Government, said that the question before the Council seemed an excellent and striking example of part of the work of the League which was not so spectacular as some of the other activities in which it was engaged, but which nevertheless was of very great importance for the welfare and happiness of mankind.

"We have here," he said, "a question which has arisen between two of the Members of the Council, and which I hope will by this step be settled without undue controversy or undue delay, to the satisfaction, I doubt not, of all parties concerned."

### III.—POLITICAL QUESTIONS.

#### APPEAL OF THE CHINESE GOVERNMENT UNDER ARTICLE II OF THE COVENANT.

It will be remembered that the Members of the Council who had been sitting in Paris from November 16th, under the presidency of M. Briand, deliberating in the absence of the parties, had drawn up a draft settlement, in the form of a resolution, of the dispute between China and Japan submitted to the Council by the Chinese Government under Article II of the Covenant.

This draft, which was communicated to the parties who, in their turn, submitted observations, was re-considered on several occasions by the Drafting Committee constituted by the Council (the President or his deputy, Lord Cecil (British Empire), M. de Madariaga (Spain), M. Colban (Norway)), and by the Members of the Council other than the parties.

At a public meeting on December 9th the President read the final text of the draft resolution, namely:—

"The Council,

"(1) Reaffirms the resolution passed unanimously by it on September 30th, 1931, by which

the two parties declare that they are solemnly bound; it therefore calls upon the Chinese and Japanese Governments to take all steps necessary to assure its execution, so that the withdrawal of the Japanese troops within the railway zone may be effected as speedily as possible under the conditions set forth in the said resolution;

"(2) Considering that events have assumed an even more serious aspect since the Council meeting of October 24th;

"Notes that the two parties undertake to adopt all measures necessary to avoid any further aggravation of the situation and to refrain from any initiative which may lead to further fighting and loss of life;

"(3) Invites the two parties to continue to keep the Council informed as to the development of the situation;

"(4) Invites the other Members of the Council to furnish the Council with any information received from their representatives on the spot;

"(5) Without prejudice to the carrying out of the above-mentioned measures;

"Desiring, in view of the special circumstances of the case, to contribute towards a final and fundamental solution by the two Governments of the questions at issue between them:

"Decides to appoint a Commission of five members to study on the spot and to report to

the Council on any circumstance which, affecting international relations, threatens to disturb peace between China and Japan, or the good understanding between them, upon which peace depends;

"The Governments of China and of Japan will each have the right to nominate one assessor to assist the Commission.

"The two Governments will afford the Commission all facilities to obtain on the spot whatever information it may require;

"It is understood that, should the two parties initiate any negotiations, these would not fall within the scope of the terms of reference of the Commission, nor would it be within the competence of the Commission to interfere with the military arrangements of either party.

"The appointment and deliberations of the Commission shall not prejudice in any way the undertaking given by the Japanese Government in the resolution of September 30th as regards the withdrawal of the Japanese troops within the railway zone.

"(6) Between now and its next ordinary session, which will be held on January 25th, 1932, the Council, which remains seized of the matter, invites its President to follow the question and to summon it afresh if necessary."

The President then made the following declaration:

"It will be observed that the resolution which is before you provides for action on two separate lines: (1) to put an end to the immediate threat to peace; (2) to facilitate the final solution of existing causes of dispute between the two countries.

"The Council was glad to find during its present sittings that an inquiry into the circumstances which tend to disturb the relations between China and Japan, in itself desirable, would be acceptable to the parties. The Council therefore welcomed the proposal to establish a Commission which was brought before it on November 21st. The final paragraph of the resolution provides for the appointment and functioning of such a Commission.

"I shall now make certain comments on the resolution paragraph by paragraph.

"*Paragraph 1.*—This paragraph reaffirms the resolution unanimously adopted by the Council on September 30th, laying particular stress on the withdrawal of the Japanese troops within the railway zone on the conditions described therein as speedily as possible.

"The Council attaches the utmost importance to this resolution and is persuaded that the two Governments will set themselves to the complete fulfilment of the engagements which they assumed on September 30th.

"*Paragraph 2.*—It is an unfortunate fact that, since the last meeting of the Council, events have occurred which have seriously aggravated the situation, and have given rise to legitimate apprehension. It is indispensable and urgent to abstain from any initiative which may lead to further fighting, and from all other action likely to aggravate the situation.

"*Paragraph 4.*—Under paragraph 4, the Members of the Council other than the parties

are requested to continue to furnish the Council with information received from their representatives on the spot.

"Such information having proved of high value in the past, the Powers who have the possibility of sending such representatives to various localities have agreed to do all that is possible to continue and improve the present system.

"For this purpose, these Powers will keep in touch with the two parties, so that the latter may, should they so desire, indicate to them the localities to which they would desire the despatch of such representatives.

"*Paragraph 5* provides for the institution of a Commission of Inquiry. Subject to its purely advisory character, the terms of reference of the Commission are wide. In principle, no question which it feels called upon to study will be excluded, provided that the question relates to any circumstances which, affecting international relations, threaten to disturb peace between China and Japan, or the good understanding between them upon which peace depends. Each of the two Governments will have the right to request the Commission to consider any question the examination of which it particularly desires. The Commission will have full discretion to determine the questions upon which it will report to the Council, and will have power to make interim reports when desirable.

"If the undertakings given by the two parties according to the resolution of September 30th have not been carried out by the time of the arrival of the Commission, the Commission should as speedily as possible report to the Council on the situation.

"It is specially provided that, 'should the two parties initiate any negotiations, these would not fall within the scope of the terms of reference of the Commission, nor would it be within the competence of the Commission to interfere with the military arrangements of either party.' This latter provision does not limit in any way its faculty of investigation. It is also clear that the Commission will enjoy full liberty of movement in order to obtain the information it may require for its reports."

On December 10th the Japanese representative, M. Yoshizawa, informed the Council that his Government would agree to the draft resolution. As regards paragraph 2, he explained that his Government accepted it on the understanding that it was not intended to preclude the Japanese forces from taking such action as might be rendered necessary to provide directly for the protection of the lives and property of Japanese subjects against the activities of bandits and lawless elements rampant in various parts of Manchuria. He added that such action was admittedly an exceptional measure called for by the special situation prevailing in Manchuria, and its necessity would naturally be obviated when normal conditions should have been restored in that region.

The Chinese representative, M. Sze, declared



that he accepted the resolution, as interpreted by the President of the Council, but, as the entire arrangement was a practical one designed to meet a pending emergency, it became necessary for him, in the interest of a complete understanding to record certain observations and reservations in point of principle as follows :

I. China must and does fully reserve any and all rights, remedies, and juridical positions to which she is or may be entitled under and by virtue of all of the provisions of the Covenant, under all the existing treaties to which China is a party, and under the accepted principles of international law and practice.

II. The present arrangement evidenced by the resolution and the statement made by the President of the Council is regarded by China as a practical measure embodying four essential and interdependent elements :

- (a) Immediate cessation of hostilities ;
- (b) Liquidation of the Japanese occupation of Manchuria within the shortest possible period of time ;
- (c) Neutral observation and reporting upon all developments from now on ;
- (d) A comprehensive inquiry into the entire Manchurian situation on the spot by a Commission appointed by the Council.

The said arrangement being in effect and in spirit predicated upon these fundamental factors, its integrity would be manifestly destroyed by the failure of any one of them to materialise and be effectively realised as contemplated.

III. China understands and expects that the Commission provided for in the resolution will make it its first duty to inquire into and report with its recommendations on the withdrawal of the Japanese forces if such withdrawal has not been completed when the Commission arrives on the spot.

IV. China assumes that the said arrangement neither directly nor by implication affects the question of reparations and damages to China and her nationals growing out of the recent events in Manchuria, and makes specific reservation in that respect.

V. In accepting the resolution laid before us, China appreciates the efforts of the Council to prevent further fighting and bloodshed by enjoining both China and Japan to avoid any initiative which may lead to further fighting or any other action likely to aggravate the situation. It must be clearly pointed out that this injunction should not be violated under the pretext of the existence of lawlessness caused by a state of affairs which it is the very purpose of the resolution to do away with. It is to be observed that much of the lawlessness now prevalent in Manchuria is due to the interruption of normal life caused by the invasion of the Japanese forces. The only sure way of restoring the normal peaceful life is to hasten the withdrawal of the Japanese troops and allow the Chinese authorities to assume the responsibility for the maintenance of peace and order. China cannot tolerate the invasion and occupation of her territory by the troops of

any foreign country ; far less can she permit these troops to usurp the police functions of the Chinese authorities.

VI. China notes with satisfaction the purpose to continue and improve the present system of neutral observation and reporting through representatives of other Powers, and China will from time to time, as occasion requires, indicate the localities to which it seems desirable to dispatch such representatives.

VII. It should be understood that, in agreeing to this resolution, which provides for the withdrawal of the Japanese forces to the railway zone, China in no way recedes from the position she has always taken with respect to the maintenance of military forces in the said railway zone.

VIII. China would regard any attempt by Japan to bring about complications of a political character affecting China's territorial or administrative integrity (such as promoting so-called independence movements or utilising disorderly elements for such purposes) as an obvious violation of the undertaking to avoid any further aggravation of the situation.

The British representative, Lord Cecil, was glad to note that both China and Japan had accepted the resolution. As regards paragraph 2 he said that the situation in Manchuria was difficult and exceptional, and that circumstances might well arise there which would cause danger to Japanese lives and property from elements of the population out of control. If an emergency of that kind should arise, it might, he added, become inevitable that Japanese forces in the neighbourhood should take action against bandits and the like.

The British representative welcomed the recognition by his Japanese colleague of the exceptional character of the situation, and of the fact that the necessity for exceptional measures would come to an end as soon as normal conditions had been restored.

M. de Madariaga (Spain) associated himself with Lord Cecil's words. He noted that the observations of the Japanese representative merely strengthened the assurance that the resolution, once voted upon, would be faithfully and loyally executed in the spirit and in the letter.

The draft resolution was then unanimously adopted.

The President, after noting with satisfaction the results of the vote, recalled that the Council had dealt with the situation between China and Japan under Article 11 of the Covenant. In such a special case the Council could not be expected to draw up a model settlement which could serve as a precedent for the future. Article 11 required a unanimous vote and obliged the Council to seek a solution on the lines of



conciliation. While the Council fixed no time limit for the complete evacuation of the Japanese troops into the railway zone, it was none the less firmly convinced that the withdrawal would be carried out as rapidly as possible, under the conditions laid down in the resolution of September 30th. The despatch to the spot of a commission of inquiry would enable the Council to continue its effort with due regard to all the factors of the problem, which was of a very special character, owing to the exceptional nature of the treaty or customs relations existing in normal times between the two countries, and also because the special status of one of them was governed by the international obligations of the Nine Power Convention concluded at Washington in 1922, which it was not within the Council's competence to interpret. After noting that the resolution could in no way affect the doctrine of the Council as regards the occupation of territory and the operation of the Covenant, which had been laid down in reports and resolutions, the President added :

" Except in the case of an express stipulation in treaties in force, the Covenant of the League of Nations does not authorise a State, however well founded its grievances against another State, to seek redress by methods other than the pacific methods set forth in Article 12 of the Covenant. For Members of the League that is a fundamental principle, in the same way as the ' scrupulous respect for all treaty obligations,' on which such stress has rightly been laid in the Preamble to the Covenant. These two principles are of equal value. Any infringement of either lays a grave responsibility on Members of the League. This responsibility was reaffirmed in the Pact of Paris, whose signatories assumed or renewed the undertaking to resort to pacific means alone for the settlement of international disputes."

The President then summarised the first results obtained. It had been possible to avert the war which had threatened. A League Commission was about to leave for China after both parties had freely agreed that neutral observers should be sent to the spot. As regards the situation in the region of Chinchow, on the subject of which both parties had advised the Council of their apprehensions, the Council remained ready to take special action. After expressing the hope that, even if there were no official delimitation of a demilitarised zone, it would be possible to avoid a further clash between the Chinese and Japanese forces, the President concluded by thanking the United States for having assisted in the work of the Council by means of parallel and incessant activities within the limits it had itself determined.

Lord Cecil (Great Britain) associated himself

with the observations of the President. He pointed out that under Article 11 the Council was not called upon to arbitrate ; its rôle was mediation and persuasion. The success of the settlement which had been achieved depended upon the parties. He was happy to note that the latter had agreed to the constitution of a Commission which would be charged with investigating not only the actual question which had arisen, but the whole of the international relations between them.

M. de Madariaga (Spain) noted that an important first stage had been accomplished ; in his opinion, however, the conflict had proved the necessity for recasting as quickly as possible the methods available for dealing with all international difficulties.

M. Matos (Guatemala), speaking as a representative of a small Power, said he was anxious that the principles of international law should be safeguarded. It was inadmissible that disputes arising between States should be settled by other than pacific means. The respect for and the execution of treaties between countries could not be allowed to depend upon the will of one of the parties. In particular, the resort to measures of coercion for the recovery of contractual debts was contrary to the principles of the Porter Resolution adopted at the Hague Conference of 1907. Although the protection of the lives and property of nationals abroad was a generally recognised obligation, it seemed to the speaker that the fulfilment of that obligation must be subordinated to respect for the fundamental rights of States. The Guatemalan representative explained that he had voted for the resolution in the spirit which was reflected in the words of the President ; this resolution was designed to settle a very special and complicated case, which could not be taken as a precedent. Moreover, the resolution embodied the principle that the military occupation of the territory of a Member of the League could not be used by another Member to impose direct negotiations on questions pending.

The German representative, M. von Mutius, expressed his satisfaction at the settlement which had been obtained, recalling that the pacific settlement of disputes was the principal task of the League.

M. de Chlapowski (Poland) emphasised the complicated and special character of the conflict which had obliged the Council to adopt a very exceptional procedure and methods.

M. Gonzales-Prada (Peru) said that nothing in the text approved by the Council must be interpreted as affecting certain principles without

which the existence and the rights of weak countries would not have sufficient security; some of these principles he set forth as follows:

(1) No State has the right to effect the military occupation of the territory of another in order to ensure the execution of certain treaties;

(2) No State is entitled to oblige another—having invaded its territory—to enter upon direct negotiations on the bearing and legal value of treaties previously existing between the two States;

(3) The exercise of the right possessed by each State to ensure the protection of the lives and property of its nationals must be limited by respect for the sovereignty of the other State; no State being entitled, in order to provide such protection, to authorise its military forces to penetrate into the territory of the other for the purpose of carrying out police operations;

(4) The fact that a State has certain rights, claims, economic concessions, etc., in regard to another State does not entitle the former to effect the military occupation of the territory or to seize the property of the debtor State. Any recovery of debts by compulsion is illicit, in accordance with the principles accepted by the Second Peace Conference (The Hague, 1907).

M. Garay (Panama) noted that the resolution was purely practical in character and could not be invoked as a precedent. While far from denying the right of another State to safeguard the lives and property of its nationals abroad, he pointed out that this right must not be regarded as absolute, and ended as soon as it began to encroach upon the sovereign rights of a foreign State, rights which could not be disregarded. He recalled that the Porter proposal approved in 1907 at The Hague was, in its turn, based upon the Drago doctrine, which declared that it was not allowable to use compulsion for the recovery of public debts of States in general. In his view the intention of the Covenant was to deprive the signatories of the right of taking the law into their own hands. He would view with the greatest anxiety any return in international life to methods of force.

The special character of the question having thus been emphasised by several speakers, the Chinese representative, M. Sze, declared that his country could not be expected to admit that the operation of treaties and of accepted prin-

ciples of international law should stop at the border of Manchuria.

After the session the President studied, with the assistance of the Secretary-General, the question of the constitution of a Commission of Investigation. He submitted first to the parties, then to the other Members, a list of five names, which was finally approved on January 14th, 1932. The Commission is constituted as follows: Count Aldrovandi (Italian), General Claudel (French), Lord Lytton (British), General McCoy (American), Dr. Schnee (German).

During the closing days of December the Japanese Government, in a series of communications, pointed out that the security of its forces was, in its opinion, imperilled by the operations of bandits in Manchuria. On December 27th, in a declaration which was communicated to the Council, the Government stated that the increased activity of marauding bands threatened to destroy completely all peace and security throughout the whole of Southern Manchuria. In these circumstances the Japanese troops had begun a general movement with a view to a more extensive campaign against the bandits in particular in the region of Chinchow.

The Chinese Government drew attention to the advance of the Japanese troops towards Chinchow and, on December 26th, asked the Acting President of the Council to take effective measures to enforce the second paragraph of the resolution of December 10th.

In forwarding this communication to the Secretary-General for the information of the Members of the Council, the Acting President of the Council said that he had already told the Chinese representative that "the French Government, and, to its knowledge, several other Governments also, had already taken steps at Tokio to draw the Japanese Government's attention to its engagement under the resolution of December 10th that it would refrain from any initiative that might aggravate the situation."

On December 31st the Chinese Government forwarded a memorandum to the effect that the Japanese army continued to advance to the west of the River Liao, and that the Japanese forces in Manchuria were being increased.

#### IV.—SOCIAL AND HUMANITARIAN QUESTIONS.

##### THE BANGKOK CONFERENCE ON OPIUM SMOKING.

The Conference on Opium Smoking in the Far East met at Bangkok from November 9th to November 27th and adopted a new Agreement and Final Act containing a series of

recommendations with a view to further progress in the campaign against the practice of opium smoking.

This Conference was organised by the League, and was held at Bangkok at the invitation of the Siamese Government. It was opened by

Prince Devawongs, Secretary of State in the Siamese Foreign Ministry. M. Phya Srivisar (Siam) and M. Van Wettum (Netherlands) were elected President and Vice-President.

This Conference was called upon to examine the situation with a view to the application of Chapter II. of the Hague Convention of January 23rd, 1912, and the Geneva Agreement of 1925, concerning the gradual suppression of opium smoking. Article 12 of the Geneva Agreement provides for periodical examination of the situation.

The countries represented were the British Empire, France, India, Japan, the Netherlands, Portugal, and Siam. The Chinese Government had been invited, but intimated that, owing to its difficult financial situation, it would be unable to send a delegation. The United States sent an observer.

The Conference began by a general discussion which gave the various delegations an opportunity of describing the situation in their countries or Far Eastern territories as regards opium smoking.

It then examined the draft recommendations drawn up by the Commission of Inquiry into Opium Smoking, despatched by the Council in 1929 to 1930 to various Far Eastern territories to investigate the situation on the spot and report. It also considered proposals submitted by delegates. The discussions ended with the adoption of a new Agreement, supplementary to that of 1925, and a Final Act embodying recommendations.

The principal clauses of the new Agreement may be summarised as follows:—

The first article deals with the question of retail sales of monopoly opium. It states that retail sale and distribution of opium shall take place only from Government stocks, or, where local circumstances make the establishment of such stocks difficult, from shops under Government supervision by persons appointed by the Government who do not receive any commission on sales.

Article 2 prohibits persons under twenty-one years of age from smoking opium and from entering smoking establishments. The term "minor" is thus defined (this term exists in the Geneva Agreement). Article 2 lays down the obligations of the Powers to provide severe

penalties, including a term of imprisonment, for persons leading minors to become opium smokers.

Article 3 binds the contracting parties to provide a legal basis for the practice already existing of selling prepared opium on cash terms only.

Article 4 authorises a derogation from Article 7 paragraph 1 of the Geneva Agreement in that it is permissible to export prepared opium from a Government factory to a Government monopoly in another territory belonging to the same Power.

Articles 5, 6, and 7 contain clauses concerning the application of the Agreement, its ratification, coming into force, registration, denunciation etc.

The Final Act contains eleven recommendations concerning a series of measures for achieving the aims pursued by the Conference:

- (1) Limitation of poppy cultivation;
- (2) Licensing and rationing system for opium smokers;
- (3) Simple registration of smokers;
- (4) Measures to discourage the opium smoking habit;
- (5) Establishing and sending to the League of Nations of a special opium revenue account;
- (6) Increased penalties for illicit traffic;
- (7) Control of dross;
- (8) International co-operation between Governments in regard to the control of opium-smoking and the suppression of illicit traffic;
- (9) The curative treatment of opium smokers;
- (10) Scientific research regarding the opium-smoking problem;
- (11) The submission to the League of Nations of special annual reports on the opium-smoking question.

The new Agreement and Final Act were signed by all States represented. Reservations were made by the Siamese and Indian delegations regarding the new article concerning the sale of prepared opium in Government shops, and by the Japanese delegation regarding the recommendation of special penalties for persons encouraging the illicit traffic or planning such traffic.

The Conference finally adopted a declaration concerning the illicit traffic.

## V.—OBITUARY.

### I. DEATH OF MONSIEUR SALANDRA.

News of the death of M. Salandra was received during the Paris session of the Council. The President, M. Aristide Briand, desiring

to pay a tribute to the memory of the Italian statesman, spoke as follows:

"This great Italian statesman was one of those who have made a valuable contribution to the work of the League. His name must now be

added to the already lengthy list of men whose memory we piously cherish.

"In the Council, where he sat for nearly two years, his charm, his sagacity and the keen intelligence which he concealed under an appearance of smiling good-fellowship, won for him the friendship of all his colleagues.

"I should like to recall the words with which he welcomed us at Rome, in 1924, to the Doria Palace:

'It is only right that within the walls of Rome there should be appreciated at its true value the effort which is being made by the League to ensure to the peoples a durable peace, which cannot henceforth be imposed on the world by the preponderance of a single nation, but which may in future be guaranteed by the desire of all nations for peace.'

'I have thought it opportune to recall these words at a moment when the Council, after three weeks of efforts to settle a dispute between two of its Members which has been referred to it, is resuming its public meetings.'

"I am sure I shall be voicing your sentiments in requesting our eminent colleague, M. Scialoja, to convey our most sincere condolences to M. Salandra's family and to the Italian Government."

The Italian representative, M. Scialoja, thanked the President of the Council.

## 2. DEATH OF MONSIEUR LOUCHEUR.

A tribute to the memory of M. Louis Loucheur, deceased during the Paris Council session, was paid by the Yugoslav representative, M. Fotitch, in the following terms:

"Since our last public meeting, the League has lost a faithful and valuable supporter. Louis

Loucheur, a former French Minister and Statesman, who has been carried off by a sudden illness, had on many occasions rendered important services to the League. In economic questions the League had no more capable adviser, and it is especially in this field of work that his prodigious energy and keen and fertile mind were applied. It was with inspired devotion and tireless zeal that Louis Loucheur threw himself into the League's work, and we all remember the outstanding part he took in the Economic Conference of 1927, which he was the first to propose, in the numerous Committees of the League of Nations and of the Assembly, and in the Commission of Inquiry for European Union.

"I feel, however, that it is specially incumbent upon me to recall the services rendered by Louis Loucheur in the final settlement of the so-called question of the optants. It is by a cruel irony of fate that I should have to recall this in the very room where, on April 28th, 1930, we signed with him, as President of the Eastern Reparations Conference, the agreements that put an end to those disputes.

"The members of the Council will all remember the long and difficult discussions on this thorny question, which went through many Council sessions without a final solution being arrived at. Thanks to Loucheur's authority, tact, inexhaustible goodwill and generous enthusiasm, we were finally able to settle this question to the satisfaction of all concerned. In this matter, Loucheur rendered genuine service to the cause of peace and earned our sincere gratitude.

"In paying a heartfelt tribute to his memory, I am sure, Mr. President, I am speaking for all my colleagues on the Council."

The President of the Council thanked M. Fotitch.

## VI.—PUBLICATIONS AND LIBRARY QUESTIONS.

ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL WORKS ON THE LEAGUE OF NATIONS CATALOGUED IN THE LEAGUE OF NATIONS LIBRARY FROM JULY TO NOVEMBER, 1931.

### *General and Political Works.*

BONNET, H.

La Société des Nations—son organisation—son oeuvre. Comité National d'études sociales et politiques, Fascicule No. 444. 22 pp.

History of the League of Nations and mechanism of its work.

GARNETT, JAMES CLERK MAXWELL.

Organising peace; an account of the League of Nations. 77 pp. Illus., tables, diagrs., maps (League of Nations Unions, London, 1931. Pamphlet No. 179).

NILSSON, ANNA T.

A.B.C. of the Peace Movement, dates and

facts. Geneva, International League of Youth (C.1931). 77 pp.

PEURSEM, J. H. VAN.

De Volkenbond: 3, veel verm. druk. Haarlem, H. D. Tjeenk Willink & Zoon, 1931. 101 pp.

Brief account of the origin, organisation and working of the League.

RAALTE, E. VAN.

De Volken bond en der vereenigde staten van Europa . . . 's-Gravenhage, M. Nijhoff, 1931. 39 pp.

The establishment of a European Union is not incompatible with the provisions of the League Covenant but would permit rather of decentralisation.

### *Disarmament.*

ESTIENNY, P.

Le problème de la limitation et de la

réduction des armements navals (1921-1931). Toulouse, Andrau et Laporte. 1931. 387 pp.

The author studies the problem of naval disarmament (as it presented itself at the Peace Conference and at the Washington Conference), the extension of the Washington principles to non-signatory countries, the sessions of the Preparatory Commission, the Geneva Conference (1927), the Franco-British draft naval compromise, the London Conference and the Franco-Italo-British conversations, and also the draft convention framed by the Preparatory Commission. Special studies on the freedom of the seas and the Pacific question.

WILLIAMS, B. H.

The United States and Disarmament. New York, MacGraw-Hill. 1931. 361 pp.

After giving a summary of the doctrines relating to maritime power and the requirements of the American Navy, and also the stages of naval limitation (Washington-Geneva-London), the author studies the work of the League in regard to the limitation of naval armaments and analyses the problems to be discussed by the Disarmament Conference.

*Legal Works.*

CALOGEROPOULOS, STRATIS S.

Le Pacte général de renonciation à la guerre. Paris, M. Rivière. 1931. 246 pp.

After a study of the history, structure and scope of the Paris Pact, the author studies its influence on the problems of a war of sanctions, on those of legitimate defence and those of neutrality, and gives a survey of the question of harmonising the League Covenant with the Paris Pact.

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Origins of the Permanent Court of International Justice—its Statute and regulations—brief survey of its work.

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The League committees and world order: a study of the permanent expert committees of the League of Nations as an instrument of international government (Oxford: Oxford University Press (etc., etc.). 1931. 266 pp.).

Exhaustive study of the work of the various League Commissions and Committees.

HABICHT, M.

Post-war treaties for the pacific settlement of international disputes. Cambridge: Harvard University Press. 1931. 1109 pp. Bibliography.

This publication is a collection and analysis of all treaties of conciliation, arbitration and judicial settlement (recourse to the Permanent Court of International Justice) concluded during the first post-war decade. It gives, for the first time in one single volume, the original texts with an English translation, and contains a comparison and complete analysis of the various procedures set up under the treaties. It also states the reservations formulated by the Contracting Parties and shows the relation between the treaties and the procedure laid down in the League Covenant. The General Act for the Pacific Settlement of International Disputes of 1928 is one of the 136 treaties reproduced *in extenso* in this publication.

HILL, N. L.

International Administration, New York, McGraw-Hill Book Company. 1931. 292 pp.

Several chapters of this study of international administration are devoted to the administrative work of the League and its staff.

HUDSON, M. O.

The World Court, 1921-1931. Boston, World Peace Foundation, 1931. 245 pp.

After studying the history and organisation of the Permanent Court, the author analyses the judgments and advisory opinions of the Court. Special study of the optional clause, the revision of the Statute and the accession of the United States to the Court.

KNOLL, GOTTFRIED.

Der deutsche Regierungsentwurf zu einer Völkerbundssatzung vom April, 1919; zugleich Betrachtungen zur Völkerbundsverfassung und zu ihrer Reform. Leipzig, T. Weicher, 1931. xv. 98 pp. 25 pp. (Leipziger rechtswissenschaftliche Studien, Hft. 61).

Detailed analysis of the draft covenant framed by the German Government—comparison with the Covenant as it stands.

KEYDEL, H.

Das Recht zum Kriege im Völkerrecht. Leipzig, R. Noske, 1931. 80 pp.

After a study of the doctrines concerning the right of recourse to war before and since the Hague Peace Conference, the author studies more particularly the evolution of

that right under the League Covenant and Briand-Kellogg Pact.

KORENITCH, FLÉDOR.

L'article 10 du Pacte de la Société des Nations. Paris, P. Bossuet, 1930. 210 pp. 25 cm. Thèse-Paris. Bibliography: p. (199)-207.

A study of the principles of the Treaty of Guarantee. Gives the genesis and an analysis of Article 10 and a survey of the Peace Guarantees apart from Article 10 and of their connection with that Article.

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L'articolo dieci del Patto della Società delle nazioni e la garanzia dello statuto politico territoriale. Bari, G. Laterza e figli, 1931. 50 pp.

Article 10 of the Covenant. History and critical study of the territorial integrity guarantee.

RAMLOW, R.

Das Minderheitenschutz-verfahren des Völkerbundes. Berlin, E. Ebering, 1931. 94 pp.

After an analysis of the international acts on which the right of protection of minorities is based, the author analyses the procedure before the Council and the Assembly (sketch of development and proposals for amendment).

RAY, J.

La politique et la jurisprudence de la Société des Nations du début de 1930 au début de 1931. Paris, Recueil Sirey, 1931. 123 pp.

This first supplement to the Commentary on the Covenant brings that work up to date on June 30th, 1931.

SCHÜCKING, W.; WEHNERG, H.

Die Satzung des Völkerbundes, kommentierte 3. neu bearb. und erweiterte Aufl. Berlin, F. Vahlen, 1931. Erster Band, 604 pp.

The first volume of the third edition of this commentary on the League Covenant has just appeared. After a general introduction on the origins and fundamental ideas of the Covenant and the juridical character of the League, the authors present a detailed commentary of the Preamble and Articles 1-7 of the Covenant. A second volume, covering the remaining Articles, will be published in about a year and will complete this work.

SCHÜCKING, W.

Die Revision der Völkerbundssatzung im

Hinblick auf den Kelloggspakt. Berlin, E. Ebering, 1931. 43 pp.

Analysis of the work of the Committee for the amendment of the Covenant of the League of Nations in order to bring it into harmony with the Pact of Paris (1930).

#### *Works on Mandates.*

ANDREWS, FANNIE FERN.

The Holy Land under Mandate. Boston (etc.) Houghton Mifflin Co., 1931. 2 v. illus. Bibliography: v. 2 p. (401)-422.

Detailed study of the working of the mandate system in Palestine, preceded by an exhaustive introduction on the history of Palestine and its peoples. Account of the unrest during 1925 and the years following. The conclusion reached is that it is impossible at the present juncture to foresee when the mandate will terminate, or what form of Government will succeed it.

BAUMKOLLET, ABRAHAM.

Le mandat sur la Palestine. Paris, A. Rousseau, 1931. 254 pp. Bibliography: p. (199)-204.

Historical and demographical data—legal phases of the establishment of the mandate—organisation and working.

CHAZELAS, VICTOR.

Territoires africains sous mandat de la France; Cameroun et Togo. Paris, Société d'éditions géographiques, maritimes et coloniales, 1931. 240 pp. Illus., charts, tables, 28 cm.

At head of title: Exposition coloniale internationale de Paris. Commissariat général.

Organisation of public services in Togoland and the Cameroons under French mandate.

MARY, RAOUL.

Contribution à l'étude de la condition juridique des territoires sous mandat de la Société des Nations. Paris, Presses universitaires de France, 1930. 140 pp. 25 cm.

The general theory of the mandate, its application and the legal relationship between the Parties.

#### *Works on Health Questions.*

LOESER, E. F.

Die Tätigkeit des Völkerbundes auf dem Gebiete der Hygiene. Berlin, H. Schifon, 1931. 80 pp.

After having studied the League Health Organisation, the author gives a survey of the work of that Organisation up to January 1st, 1930.

## VII.—FORTHCOMING EVENTS.

January 18th.—Permanent Central Opium Board, Geneva.

January 19th.—Committee of Experts on Customs Nomenclature, Geneva.

January 20th.—Committee to consider a Pact of Economic Non-Aggression, Geneva.

January 20th.—Supervisory Commission, Geneva.

January 21st.—Council Committee on Liberia, Geneva.

January 22nd.—Commission of Inquiry for European Union, Geneva.

January 25th.—Sixty-sixth Session of the Council, Geneva.

January 25th.—Committee on Public Works and National Equipment, Geneva.

February 2nd.—Conference for the Reduction and Limitation of Armaments, Geneva.

June 6th.—Permanent Mandates Commission, Geneva.

## THE PERMANENT COURT OF INTERNATIONAL JUSTICE \*

## I. ACCESS TO AND ANCHORAGE IN THE PORT OF DANZIG FOR POLISH WAR-VESSELS.

At a public sitting held on December 11th the Permanent Court of International Justice delivered the Advisory Opinion for which it had been asked by the Council in September, 1931, in regard to the question whether the relevant treaty provisions and the decisions of the competent League authorities "confer upon Poland rights or attributions as regards the access to, or anchorage in, the port and waterways of Danzig of Polish war vessels."

This question the Court, by eleven votes to three, answered in the negative. The reasons on which this decision is based may be summarised as follows:—

The Court first of all observes that the question on which it is asked to advise is closely connected with the problem of affording Poland free and secure access to the sea through Danzig and that of assuring the defence of the Free City, the protection of which is incumbent on the League of Nations.

In accordance with the stipulations of the Peace Treaty establishing Danzig as a Free City a treaty between Poland and the Free City (the "Convention of Paris") was negotiated in 1920 in order to give effect to the provisions designed to ensure Poland's free access to the sea. Poland desired that this treaty should also embody military and naval clauses, including a provision giving Poland the use of the port of Danzig for her war vessels. This was, however, refused by the principal Allied and Associated Powers, who referred the matter to the Council of the League with the suggestion that the Polish Government would seem to be entitled to receive from the League the mandate of eventually ensuring the defence of the Free

City if circumstances require it, short, however, of establishing a military or naval base there. But the Council, at its session in November, 1920, did not go further than to say that "the Polish Government appears to be particularly fitted to be, if the circumstances require it, entrusted by the League with the duty of ensuring the defence of the Free City." The Council, at the same time, instructed the competent League organs to report on the matter.

Having received these reports and also a request from Poland concerning facilities—including a mooring station in the port for her police vessels—for the importation of war material through Danzig, the Council again dealt with the question in June, 1921. On that occasion, it adopted a resolution, applying to warships and police vessels alike, under which the High Commissioner of the League at Danzig was asked "to examine the means of providing, in the port of Danzig, without establishing there a naval base, for a "port d'attache" for Polish warships."

The High Commissioner submitted two successive reports, the latter of which, dated December, 1921, took into account an opinion given by the naval experts of the Council attaching considerable importance to the practical aspects of the situation: he, accordingly, suggested that sufficient berths should be allotted in the port of Danzig to the Polish warships where these vessels could lie undisturbed and for any period they pleased, subject to the conditions which he indicated.

Meanwhile, however, a provisional arrangement in the matter had been reached between

\* This chapter has been prepared with the aid of information furnished by the Registry of the Court.

the Parties on October 8th, 1921, according to which, subject to certain conditions, and without prejudice to the legal points involved, Poland was to continue to use the port of Danzig for her warships until the question was decided by the Council. In these circumstances, the Council, at its meeting in January, 1922, decided to postpone consideration of the question which it subsequently on several occasions described as remaining "open."

The "provisional arrangement" remained in force until September 19th, 1931—the day on which the Council requested the Court to give an Advisory Opinion—when it was replaced by a regulation, substantially to the same effect, issued by the High Commissioner, pending the definitive decision of the Council in the matter. In the meantime, Danzig had on several occasions, however, expressed a desire to terminate the "provisional arrangement" on the ground that the progress of the Polish port of Gdynia rendered it possible for Polish warships to find in that port the shelter and facilities of which they were in need. It is for this reason that the Council is now asked to take a decision.

In the Court's view, the question submitted to it relates to the effect of the Versailles Treaty, the Convention of Paris (above-mentioned) and the resolution of the Council (referred to above) of June, 1921. In the view of Poland the principles underlying these instruments remain there as of right, without obtaining the consent of the authorities of the Free City, and that while in the port these vessels are at liberty to ship such stores and execute such repairs as they may need. This right—peculiar to Poland and resulting from the special position which she occupies in relation to the Free City—would give her warships a special position different from that enjoyed by the warships of foreign Powers.

In regard to this the Court says that, as the port of Danzig is not Polish territory, and as therefore the rights claimed by Poland would be exercised in derogation of the rights of the Free City, they must be established on a clear basis. Such a basis the Court fails to find in the relevant provisions of the Versailles Treaty, which do not expressly refer to warships and the natural interpretation of which is that under them Poland enjoys only the unfettered use of the port for commercial purposes. In the view of the Court the same also applies, broadly speaking, to the relevant articles of the Convention of Paris, which cannot be held to confer any general right of access and anchorage for vessels of war.

Since, however, Poland relied, not on the terms of the treaty provisions, but on the combined effect of the principles underlying the establishment of the Free City, the Court goes on to examine these principles, namely: the necessity for ensuring free access to the sea for Poland, the intimate relations which were to exist between Danzig and Poland, and the necessity for providing for the defence of the Free City; the second principle, however, the Court considers as a mere corollary to the first. In this connection, the Court is not prepared to adopt the view that the text of the treaty provisions can be enlarged by reading into it stipulations which are said to result from the proclaimed intentions of the authors of the treaty but for which no provision is made in the text itself; furthermore, it is not satisfied that the principles which are said to be inherent in the establishment of Danzig as a Free City afford any basis for a claim or right on the part of Poland for access to and anchorage in the port of Danzig for war vessels.

As concerns, finally, the Council resolution of June, 1921, the Court—contrary to the Polish view—sees in it no definite acceptance in principle of the Polish claim (only leaving over for future regulation the details as to how practical effect was to be given to the rights involved), but merely a direction to the High Commissioner to examine how Poland could be given at Danzig a "port d'attache" for her war vessels without constituting a naval base. Thus, the resolution constituted nothing but the initiation of a study which was interrupted by the conclusion of the provisional arrangement of 1921, an interruption resulting in the fact that no final decision has ever yet been taken.

According to the Court, the Council realised the practical importance of the question of providing shelter and harbour facilities for the vessels of the Polish fleet, while considering that the exact extent of such facilities as well as the legal possibility of according them were matters as to which further inquiries were necessary.

## 2. TREATMENT OF POLISH NATIONALS AND OTHER PERSONS OF POLISH ORIGIN OR SPEECH IN THE TERRITORY OF DANZIG.

The hearings in this case, which began on December 7th, were concluded on December 15th, and the Court commenced its deliberation which it will resume when it reassembles after a short suspension for the Christmas and New Year holidays.



3. DELIMITATION OF THE TERRITORIAL WATERS  
BETWEEN THE ISLAND OF CASTELLORIZO  
AND THE COASTS OF ANATOLIA.

By an order made on November 30th, the Court fixed the time-limits for the filing of the documents of the written proceedings in this case between Italy and Turkey as follows: for the filing of cases April 1st, 1932; for the filing of counter-cases July 1st, 1932; and for the filing of replies September 2nd, 1932. Accordingly under the terms of the Special Agreement the case will be ready for hearing as from October 2nd, 1932.

4. CHAMBER FOR SUMMARY PROCEDURE FOR  
1932.

On December 12th the Court constituted the Chamber for Summary Procedure as follows:—

*Members:*

M. Adatci, President,

M. Guerrero,  
Sir Cecil Hurst.

*Substitute Members:*

Count Rostworowski,  
M. Anzilotti.

5. FREE ZONES OF GEX AND UPPER SAVOY.

The President has fixed April 18th, 1932, as the date for the opening of the public hearings in the third phase of the above-mentioned suit. It had been originally intended that the Court should deal with this case in October, 1931, but a postponement became necessary, owing to the necessary quorum not being obtainable. The Court will sit, for the hearing of this suit, with the same composition as when it dealt with the case in its nineteenth session (October–December, 1930).

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Air armaments	
Engine-rating rules for airplanes and dirigibles, Committee of Experts on . . . . .	6, 100
<i>Armaments Year-Book</i> , special edition . . . . .	123, 187
Budgetary limitation	
Committee of Experts on Budgetary Questions	
Members, list . . . . .	61
2nd Session: report and draft model statement approved by . . . . .	43-5, 123
Commissions of Investigation, Chairmen . . . . .	62
Conference, First General	
Arrangements for . . . . .	121-3, 323
Credits . . . . .	256, 274
Date and place of meeting . . . . .	5-6, 6, 7, 121-2, 324
Draft Convention, <i>see that title below</i>	
Information <i>re</i> position of their armaments communicated by States invited to attend, <i>see below</i>	
Position of armaments, etc.	
Preparatory Commission, <i>see that title below</i>	
President . . . . .	122, 324
Questions for submission to . . . . .	220
Resolution of Cttee. on Intellectual Co-operation . . . . .	182, 241
States non-members of League invited to Conference, invitation to take part in preparatory work of Third Cttee.: Assembly resolution . . . . .	219, 263 ( <i>text</i> ), 324
States to be represented. . . . .	122
Co-operation of women and the press in organisation of peace . . . . .	218, 222, 324
Assembly resolution . . . . .	264
Draft Convention prepared by Preparatory Commission 6-7, 43, 122, 123, 152, . . . . .	172, 204, 221
Joint Commission . . . . .	61-2
Position of armaments in various countries, information <i>re</i> furnished by Govts. . . . .	6, 122, 152, 172, 204, 220-1, 324
Assembly resolution . . . . .	263
Austria, Denmark, Germany, Italy, Japan, Sweden . . . . .	221
Belgium and France . . . . .	172
Bulgaria, Czechoslovakia, Finland, France, Germany, Irish Free State, Luxemburg, Norway, Poland, Roumania, Spain . . . . .	284-5
Great Britain and Netherlands . . . . .	204
United States of America . . . . .	152
Preparatory Commission for Disarmament Conference	
Draft Convention drawn up by, <i>see that title above</i>	
Members, list . . . . .	61
Work reviewed . . . . .	6-7, 122, 324
Truce, Italian proposal for: Assembly resolution, communication to Govts. and replies . . . . .	218, 218-20, 263 ( <i>text</i> ), 285-8, 312-13, 323, 324

## Arms, Ammunition, etc., Private Manufacture of

Convention, future, relation to Convention on Arms Traffic . . . . .	7
Special Commission for preparation of a draft Convention on manufacture of arms and ammunition and implements of war . . . . .	62, 123

## Arms, Int. Trade in

Convention, Int. 1925	
Ratification . . . . .	123
Relation to future convention on manufacture of arms . . . . .	7

## Artistes, Music-Hall, Protection of. . . . .

## Arts and Letters

Committee, Perm.	
Composition and work . . . . .	76, 175, 177-9, 180, 240, 241, 271, 316
Meeting at Frankfurt on occasion of Goethe centenary, proposed . . . . .	179

## Assembly, Twelfth Ordinary Session of

Agenda Committee . . . . .	218
Committees, distribution of work among . . . . .	217
Convocation and agenda . . . . .	124-5
Delegations of States present . . . . .	216-17
General Committee . . . . .	217-18
Opening speeches by Acting President of Council and President of Assembly . . . . .	217
President, election . . . . .	217
Representation of Perm. Court of Int. Justice . . . . .	213
Resolutions ( <i>text</i> ) . . . . .	263-76
Work, <i>see Monthly Summary</i> , Vol. XI, No. 9	

## Assembly of League

Constitution . . . . .	60
Sessions, Special Cttee. of five for organisation of: extension of term of office	
Assembly resolution . . . . .	276

## Audited Accounts of League

Accounts for 1930 adopted by Assembly . . . . .	274
---	-----

## Austria

Customs union, Austro-German, <i>see that title</i>	
Financial situation	
Enquiry by Financial Cttee. . . . .	218, 235, 236-7, 270, 326
Reconstruction: trustees for loan and agent at Vienna . . . . .	69
Submission of problems peculiar to Austria to special Cttees. constituted by Commission of Enquiry for European Union . . . . .	120

## Aviation, Civil

*See* Civil aviation

## Bibliography

Annotated, of principal works on League catalogued in League Library in 1930-1931, <i>see under</i> Library of League	
Scientific, co-ordination of . . . . .	179
of Translation . . . . .	103, 179, 316

## Bills of Exchange, Cheques and Promissory Notes

Second Conference (on cheques), Feb. 23-March 19, 1931	
Conventions (providing Uniform Law, on Conflicts of Laws and on Stamp Laws) and Final Act 46, 89-90, . . . . .	132, 233, 234, 269, 324, 326
Taxation of instruments of int. trade . . . . .	160

## Bolivia

Health services in . . . . .	9, 126, 127-8, 130, 231, 326
------------------------------	------------------------------

## Briand-Kellogg Pact

*See* Covenant of League, Amendments, etc.

## Bribery and Unfair Commercial Practices

Convention, proposed . . . . .	292
--------------------------------	-----

## Broadcasting

Educational value and rôle <i>re</i> dissemination of knowledge of League . . . . .	176, 177, 178, 271, 316
---	-------------------------

## Budget of League

1932, Fourteenth financial period	
Assembly resolution . . . . .	274-5
Total estimates for Secretariat, etc., I.L.O., Perm. Court of Int. Justice, Nansen Refugee Office, new League buildings, and pensions scheme . . . . .	256-8
<i>See also</i> Allocation of expenses of League and Audited accounts	

- Buildings, New League (Assembly Hall, Secretariat Offices, Library)**  
Committee, Building  
Meetings, work of . . . . . 34-5, 112  
Members, list . . . . . 81  
Credits for . . . . . 256, 257-8  
Assembly resolution . . . . . 275
- Bulgaria**  
Co-operative system: League enquiry  
    *re* . . . . . 11, 12  
Emigration, Greco-Bulgarian, *see that title*  
Financial situation . . 11, 133, 218, 235, 238, 326  
Malaria and infectious diseases . . . 9, 231, 326  
Moloff-Caphandaris Agt. between Greece  
    and Bulgaria, *see that title*  
Refugees, *see* Refugees, Bulgarian
- Buoyage and Lighting of Coasts**  
Conference, Lisbon, results of, and con-  
    tinuation of work . 161, 239, 270, 323-4, 326  
Technical Committee. . . . . 72
- Calendar Reform**  
Work of Transit Conference and of Special  
    Cttee. for preparation of 162-3, 296, 297-8
- Cameroons under British and French Mandates**  
*See under* Mandates
- Cartels, Question of** . . . . . 153, 159
- Cereals**  
*See under* Agriculture
- Chaleographical Exhibition, Int.** . . . . 14-15
- Cheques, Unification of Laws on**  
*See* Bills of exchange and cheques
- Children and Young People, Protection and Welfare of**  
Advisory Commission  
    Meeting in April, members present and  
        work . . . . . 106-10  
    Members, list . . . . . 79  
Blind children. . . . . 108, 251  
Child Welfare Committee  
    Assessors . . . . . 110  
    Reports by . . . . . 106, 107  
    Draft Conventions drawn up by, *re*  
        relief and repatriation of minors,  
        *see* Minors, Relief and repatriation,  
        *etc.*  
    Liaison Officers with I.L.O. and Health  
        Org. . . . . 110  
    Reports by . . . . . 106, 106-7  
    Reports considered by . . . . . 106-7  
7th Session  
    Members present . . . . . 110  
    Work . . . . . 106, 106-8, 273  
    Council decisions *re* . . . . . 143  
    Work reviewed by Assembly and  
        resolution . . . . . 251-2, 273  
Cinematograph in relation to . . . 108, 251  
Crippled children: memo. from Int.  
    Society of Crippled Children . . 107-8, 251  
Delinquent children, *see below* Juvenile  
    courts  
Economic crisis: possible influence on  
    children . . . . . 252  
Employment: age of admission to non-  
    industrial employment . . . 106, 106-7  
Illegitimate children . . . . . 108  
Infant welfare and mortality, *see that title*  
Juvenile courts . . . . . 106, 107, 251-2, 273  
Maintenance orders, *see that title*  
Minors, assistance to, *see* Minors  
in Moral or social danger, enquiry *re* 106, 107  
Traffic in women and children, *see that title*  
Women police, value of, *see* Women police  
    *etc.*
- China**  
Co-operation, technical, between League  
    and China . . . . . 125-6, 326  
*See also below* Health services, *etc.*  
Intellectual co-operation,  
    *etc.*  
Visit of Directors, *etc.*  
Waterways, *etc.*
- China (cont.)**  
Dispute with Japan, *see* Manchuria, *etc.*  
Drug situation in . . . 52, 144, 211-12, 253, 306  
Economic Council, National, establishment  
    of . . . . . 126, 160  
Financial situation, enquiry *re* . . . 235, 326  
Flood relief and epidemic disease  
    control in: Assembly resolution  
        232, 268 (*text*), 289  
Health services, public, reorganisation of,  
    9, 126, 127, 231, 326  
Intellectual co-operation, request for  
    League co-operation *re* (interchange  
        of university professors, *etc.*)  
    103-4, 126, 180, 181-2, 240, 241, 271  
Representative to League: appointment as  
    Minister Plenipotentiary of M. Woo  
    Kaiseng . . . . . 46  
Russian refugees in . . . . . 111, 255, 273  
Sanitary reorganisation of Chinese ports,  
    Sub-Commission for. . . . . 66  
Visit of Directors of Economic and Finan-  
    cial Section, Health Section, and  
    Transit Section 34, 125-6, 127, 134, 160, 239  
Waterways and land reclamation scheme  
    160-1, 161, 239, 270, 326
- Cholera**  
*See under* Health
- Cinematograph**  
Educational 15, 108, 177, 178-9, 182, 241, 315-16  
Customs duties on educational films,  
    draft Convention *re* abolition of  
        15, 180, 241, 271, 316  
Review, Int., of Educational Cine-  
    matography . . . . . 15, 241, 271, 315
- Films**  
Educational, *see above* Educational,  
    Customs duties, *etc.*  
Influence of pornographic films . . 251  
Institute, Int. Educational, at Rome  
Administration and budget questions 315  
    *See also below* Grants, *etc.*  
Agreement, proposed, between Insti-  
    tute, Int. Chamber of Educational  
    Films and Int. Cttee. for Social  
    Instruction and Education, *etc.* . . 315  
Collaboration with China, proposed 181, 182  
Executive Committee, Perm.  
    Members, list, and renewal of  
        mandate . . . . . 77, 315  
    Work . . . . . 15, 299  
Governing Body  
    Members . . . . . 15, 77, 134-5  
    3rd Session, report on work of 15, 176  
    4th Session, work of . . . . . 299, 315-16  
Grants from Italian and Polish Govern-  
    ments . . . . . 15, 181, 241, 315  
Organic Statute . . . . . 15  
Programme for period 1931-1933 . . 315-16  
Publications . . . . . 15, 180-1, 241, 271  
    *See also below* Review, *etc.*  
Work during year 1930-1931  
    180-1, 241, 271, 299, 315  
for Museum propaganda . . . . . 14  
in Relation to children . . . . . 108, 251  
Review, Int., of Educational Cinemato-  
    graphy . . . . . 15, 241, 271, 315
- Civil Aviation**  
Agreement for publication of information,  
    preparation of . . . . . 123
- Coal Industry, Crisis in**  
Study by delegation of Economic Cttee. 156, 158
- Combined Transport, Committee on** . . . 73
- Commercial Policy**  
*See* Customs tariffs, Negotiations for reduc-  
    tion, *etc.*, and Study on Commercial  
    Policy, *etc.*

## Committees and Commissions of League

*For individual Committees, see the subjects concerned*

Composition . . . . .	60-81
Dates of meeting	
February . . . . .	36
March . . . . .	36, 57
April . . . . .	36, 57
May . . . . .	36, 57, 95
June . . . . .	36, 57, 95, 112, 146
July . . . . .	95, 112, 146
August . . . . .	112, 146, 166, 189
September . . . . .	95, 112, 146, 166, 189
October . . . . .	95, 112, 146, 166, 189, 212, 259
November . . . . .	259, 306
January, 1932 . . . . .	259, 306, 321, 342
February, 1932 . . . . .	259, 306, 321, 342
June, 1932 . . . . .	342

## Communications with League at Times of Emergency

Experts appointed to assist Transit Cttee.	74
Identification marks on aircraft on League service, and radio-telegraphic and -telephonic call signs . . . . .	218, 222-3

## Contributions of States in Arrears

Consideration by Assembly . . . . .	256-7, 258
Resolution . . . . .	275

## Conventions, International

*See Treaties and other int. engagements*

## Council of League

Composition	
1930-1931 . . . . .	60
1931-1932 . . . . .	327
Elections	
of Non-permanent members . . . . .	218, 327
Special Cttee. to study existing system of appointment . . . . .	218, 327
Assembly resolution . . . . .	265
Questions submitted to, for arbitration	
<i>See</i> Finland, Claim of Finnish Govt., etc.	
Manchuria, dispute, etc.	
Moloff-Caphandaris Agt., etc.	
Sessions, work of	
62nd Session, <i>see</i> <i>Monthly Summary</i> , Vol. XI., No. 1	
63rd Session, <i>see</i> <i>Monthly Summary</i> , Vol. XI., No. 5	
64th Session, <i>see</i> <i>Monthly Summary</i> , Vol. XI., No. 9	
65th Session, <i>see</i> <i>Monthly Summary</i> , Vol. XI., Nos. 9, 10, 11, 12	

## Counterfeiting Currency, Suppression of Offence of

Conference of Representatives of Central Police Offices (Geneva, March 4-7) and work of Financial Cttee.	89, 133-4, 235, 254, 326
--	--------------------------

## Court of International Justice, Permanent

Budget for 1932, <i>see</i> Budget of League, 1932, etc.	
Supplementary budget, renunciation of amount entered in . . . . .	258
Chamber of Summary Procedure: constitution for 1932 . . . . .	344
Composition of Court . . . . .	82
Deputy Registrar	
Election . . . . .	38, 59
Salary . . . . .	258, 276
Judges	
Long leave for . . . . .	168
Pensions, regulations <i>re</i> granting of . . . . .	38
Jurisdiction	
Compulsory, <i>see below</i> Optional Clause, etc.	
Treaties, int., conferring: notification	95, 168-9, 261
as Tribunal of Appeal in respect of arbitral tribunals established by States: Finnish proposal . . . . .	262
Assembly resolution . . . . .	265-6

## Court of International Justice, Perm. (cont.)

Members: death of M. Nyholm . . . . .	261, 308, 309
Members of Chambers, election . . . . .	37
Mixed Arbitral Tribunals, Hungaro-Rumanian, etc., appointment of additional members by Court, <i>see</i> Arbitral Tribunals, etc., Appointment, etc.	
Optional Clause <i>re</i> compulsory jurisdiction	
Ratifications, signatures and accessions . . . . .	8, 101, 168, 261, 324
President and Vice-President, election . . . . .	37
Questions in dispute referred to Court	
<i>See</i> Customs Union, Austro-German, etc. Danzig, etc., Port of Danzig, Access to, etc. and Treatment of Polish nationals in	
Free Zones of Upper Savoy and District of Gex	
Greenland (Eastern), etc.	
Lithuania, and Poland, Railway traffic, etc.	
Minorities, in Polish Upper Silesia, Admission, etc.	
Moloff-Caphandaris Agt., Reference, etc.	
Territorial waters between Island of Castellorizo and coasts of Anatolia	
Registrar	
Deputy Registrar, <i>see that title above</i>	
Pension, regulations <i>re</i> granting of . . . . .	38
Registry	
Organisation, <i>see</i> Secretariat, Organisation, etc.	
Pensions for staff, <i>see</i> Pensions scheme, etc.	
Representation at 12th session of Assembly	213
Revision of Statute: Protocol of Sept. 14, 1929	
Signatures and ratifications . . . . .	38, 168, 262
Assembly resolution . . . . .	265
Rules of Court, revision of . . . . .	38, 58-9, 168
20th (ordinary) Session	
Members present and work . . . . .	37-8, 58
21st (extraordinary) Session	
Date of meeting and work	58, 96, 113, 147, 147-8
Members present . . . . .	113
22nd (extraordinary) Session	
Date of meeting . . . . .	147, 167, 190
Members present and work . . . . .	167, 190, 307
23rd (extraordinary) Session	
Date of meeting . . . . .	307, 321
Members present and work . . . . .	321-2
Statute	
Protocol of Signature, Dec. 16, 1920: ratification . . . . .	168
Revision, <i>see above</i> Revision of Statute, etc.	
Covenant of League	
Amendments required to bring Covenant into harmony with Pact of Paris	
Committee of States members of League to meet during Disarmament Conference . . . . .	218, 228-30, 325
Assembly resolution . . . . .	265
Credits	
Agricultural, <i>see</i> Agriculture, Credits	
Committee appointed by Commission for European Union, <i>see below</i> under State loans, etc.	
Francqui plan for institute of medium and long-term credits	153-4, 207, 226, 235, 236, 238, 270
State loans, int., facilitation of use of	
Committee appointed by Commission for European Union to study with delegation of Financial Cttee. . . . .	120, 173, 205, 205-7, 223 and note, 224 and note, 226, 317
Rôle of Financial Cttee. as arbitrator between Governments and bondholders . . . . .	226
Crime, Suppression of, and Treatment of Criminals	
<i>See</i> Penal administration, etc., Co-operation, etc.	

- Customs Facilities** . . . . . 157, 292
- Customs Nomenclature, Unification of**  
Committee of Experts, composition and  
work 19, 68, 120, 133, 157, 233, 234, 269,  
295, 326
- Customs Quotas**  
Compatibility with most favoured-Nation  
clause, *see* Most-favoured Nation treat-  
ment, Study of certain aspects etc
- Customs Tariffs**  
on Educational films, abolition of  
15, 180, 241, 271, 316  
Liquid fuel, exemption for . . . . . 120, 162  
Negotiations for reduction of, between  
European countries, (study by Sub-  
Ctee of Commission for European  
Union) 119, 120, 154, 157, 205, 223 *note*, 234  
269, 327  
on Newspapers and periodicals . . . . . 160, 163  
Railway advertising matter, exemption  
for . . . . . 161  
Study on Commercial Policy and Customs  
Administration . . . . . 187
- Customs Union, Austro-German Protocol for  
Establishment of**  
Consideration by Council and reference of  
question to Hague Court  
127-18, 149, 151, 167, 190, 213, 224, 325-6  
Opinion of Court . . . . . 218, 220, 259-60
- Danube**  
Hydraulic System Commission Perm . . . . . 71  
Jurisdiction of European Commission,  
Special Ctee on . . . . . 71
- Danzig, Free City of**  
Constitution, amendment of . . . . . 244  
High Commissioner for League . . . . . 74, 137  
Municipal loan: trustee and agent . . . . . 69, 133  
Participation in economic work of Com-  
mission of Enquiry for European  
Union . . . . . 1, 85, 119  
Port of Danzig  
Access to, or anchorage in, for Polish  
war vessels: question referred to  
Hague Court . . . . . 245, 307, 308, 321, 321-2  
Opinion of Court . . . . . 312-3  
Utilisation of ports of Danzig and  
Gdynia by Poland, *see that title below*  
President of Danzig Port and Waterways  
Board: appointment and tribute to  
predecessor . . . . . 136-7  
Relations with Poland  
Examination of question by Council  
in light of special report by High  
Commissioners . . . . . 135-6, 218, 244-5  
*See also above* Port of Danzig and below  
Treatment of Polish nationals, etc, in:  
question referred to Hague Court  
136, 167-8, 190, 213, 307, 308, 321, 322, 313  
Utilisation of ports of Danzig and Gdynia  
by Poland: Ctee of Legal Experts  
appointed to advise League High Com-  
missioner . . . . . 15, 50, 105
- Denmark**  
Relations with Norway *re* Eastern Green-  
land, *see* Greenland (Eastern), etc
- Diphtheria**  
*See under* Health
- Disarmament**  
*See* Armaments, reduction, etc
- Double Taxation and Fiscal Evasion**  
Conventions, recent international . . . . . 159, 238-9  
Draft multilateral Conventions drawn up  
by Sub Ctee of Fiscal Ctee 46, 159, 238  
Fiscal clauses to be inserted in draft Con-  
vention on treatment of foreigners . . . . . 159
- Double Taxation and Fiscal Evasion (cont)**  
Sub Committee of Fiscal Ctee: composi-  
tion and work . . . . . 16-7, 159, 238-9 326  
Turnover tax . . . . . 160  
Various questions ("autonomous agent,"  
copyright and investor's patent) . . . . . 160
- Dumping**  
Compatibility of anti-dumping duties with  
most-favoured-Nation clause, *see* Most-  
favoured-Nation treatment, Study of  
certain aspects, etc
- Dysentery**  
*See under* Health
- Economic Action, Coordinated**  
Commercial Convention and Protocol *re*  
future negotiations (March 24, 1930)  
1, 5, 87, 119, 120, 132, 157, 233, 325  
Belgian proposal *re* extension to other  
domains of principle underlying . . . . . 85-6  
*See also below* Second Conference, 2nd  
Session  
Second Conference, work of  
1, 9, 12, 154-5, 161, 225, 232, 239  
2nd Session (*re* entry into force of  
Commercial Convention) . . . . . 87, 132
- Economic Agreements**  
Development . . . . . 205, 233, 234, 269, 292, 325  
Interpretation and application  
List of int. engagements *re*, at present  
in force . . . . . 234  
Organ, *permi*, of conciliation and  
arbitration, proposal to establish  
157-8, 292-3
- Economic Committee**  
Bureau, constitution of . . . . . 291  
Corresponding member, appointment of . . . . . 132  
Members list . . . . . 66  
Report on agricultural crisis, publication of 185-6  
33rd Session, work of . . . . . 9  
34th Session, work of . . . . . 48-9, 131-2  
35th Session, work of . . . . . 156-8, 234  
36th Session, work of . . . . . 290-3  
Sub Committee on veterinary questions,  
*see* Veterinary measures, etc, Draft  
multilateral conventions, etc
- Economic Consultative Committee**  
Members, list . . . . . 67-8  
Modification, proposed . . . . . 233  
3rd Session, convocation . . . . . 9, 132
- Economic Councils, National**  
*See* Economic depression enquiry, Meetings,  
etc
- Economic Depression Enquiry**  
Committee of Economic Experts appointed  
by Commission for European Union  
120, 152-4, 204-5, 223-4 *note*, 225, 268,  
269, 270, 291  
Consideration of question by Commission  
of Enquiry for European Union  
3, 4-5, 85-6, 119, 175 233-4  
*See also above* Ctee of Economic  
Experts, etc, and below Economic  
Co-ordination Sub Ctee  
Course and phases: study by Mineral  
Ctee . . . . . 236, 270  
Economic Co-ordination Sub Ctee of  
Commission for European Union  
119, 120, 121, 204, 223-4, 234, 268  
Meetings of representatives of National  
Economic Councils and Economic  
Research Institutes and further co-  
operation in work of League  
87-8, 175, 233, 236, 238, 269, 270  
Production, consultations *re* important  
branches of . . . . . 234, 269, 292  
Rapprochement, economic: study by  
Economic Ctee 233, 234, 291-2, 324, 325  
Unemployment, relief of, *see that title*



<b>Economic and Financial Organisation</b>		
Composition of Committees, etc.	66-9	
Director of Economic and Financial Section, visit to China	34, 125-6, 160	
Work during 1930-1931 reviewed by Assembly	232-9	
Resolutions	268-70	
See also Economic Committee		
Economic Consultative Committee		
Financial Committee		
<b>Economic Non-Aggression</b>		
Pact submitted by Soviet delegation and Sub-Cttee. appointed by Commission for European Union to examine	121, 224, 225, 225-6, 233-4, 264, 312, 327	
<b>Economic Statistics</b>		
Committee of Experts	68	
<b>Education</b>		
Advanced Holiday Courses in Europe	104	
Broadcasting, educational value of	176, 177, 178, 271, 316	
in China, see China, Intellectual co-operation, etc.		
Cinematograph, educational, see under Cinematograph		
Information Centres, see Educational Information Centres		
Museums, educational	177	
National Institutes Abroad	104	
Physical education	290	
School text books, revision of	176, 177, 240	
Secondary schools, journeys and exchange of pupils in	177, 316	
See also Instruction of youth in aims of League		
<b>Educational Information Centres of League (Geneva and Paris)</b>	103, 177, 180	
<b>Electric Questions</b>		
Committee, Perm.	71	
Transmission and transit of electric power	86, 120, 162	
<b>Emigration, Greco-Bulgarian</b>		
Commission		
Members	78	
Transference of functions to Financial Cttee.	251	
Moloff-Caphandaris Agrt., see that title		
<b>Estonia</b>		
Financial reorganisation	235, 326	
Trustee for loan, 1927	69	
<b>European Union, Commission of Enquiry for Activities re Commercial Convention (March 24, 1930), entry into force of</b>	4, 5, 119, 120, 132, 157, 233, 325	
Assembly resolution re work of	218, 225, 264 (text), 327	
Committees and Special Committees appointed by, see the subjects concerned		
Composition	3	
Constitution, organisation and procedure	85, 225, 323	
See also below Organisation Sub-Cttee. and Procedure and drafting, Sub-Cttee.		
Danzig, Free City of: question of co-operation in economic work of Commission	4, 85, 119	
Liaison with League advisory organisations	224, 225, 264, 327	
Organisation Sub-Cttee., appointment and work	5, 84-6, 118, 119	
Participation of non-member States in work	3, 4, 40, 84, 119, 327	
President and Vice-Presidents, election	225	
Procedure and drafting, Sub-Cttee. on	119	
2nd Session, work during	3-5, 11	
3rd Session		
Agenda	85-6, 118-19	
States represented and resolutions adopted	118-21	
<b>European Union, Commission of Enquiry for (cont.)</b>		
4th Session		
Date and work	121, 224-5	
5th Session, work during	225-6	
6th Session		
Date	226	
Submission of problems peculiar to Austria to special Cttees. constituted by	120	
<b>Exchange of Greco-Turkish Populations</b>		
Commission, members	78	
<b>Exhibitions Bureau, Int.</b>		
Application to be placed under direction of League	135	
<b>Far East</b>		
Drug situation in, see Opium, etc., in Far East		
See also China		
<b>Financial Assistance of States Victims of Aggression</b>		
See that title under War or threat of war		
<b>Financial Committee</b>		
Assistance to States, conditions for consideration of	237-8, 270, 326	
Co-operation, proposed, with Bank for Int. Settlements	226	
Credits, problem of		
Delegation studying, see Credits, Committee, etc.		
Rôle of Cttee. as arbitrator between Governments and bondholders.	226	
Delegation on agricultural credits, see under Agriculture, Credits, Financial Cttee., etc.		
Delegation studying financial situation of Hungary	218, 236, 237, 270, 293-5, 326	
Expert enquiries carried out in various countries (India, China, Liberia, Lithuania, Austria)	218, 235, 236-7, 270, 326	
Gold Delegation, see Gold problem, Delegation, etc.		
Members, list	68, 238	
Study re course and phases of economic depression	236, 270	
Transference to, of functions of Greco-Bulgarian Emigration Commission	251	
Work reviewed	4, 5, 11-12, 133, 235-8, 326	
Assembly resolutions	237-8, 270 (text)	
<b>Finland</b>		
Claim of Finnish Govt. against Great Britain re employment by British Govt. during war of Finnish merchant vessels: consideration by Council	218, 249-50	
<b>Fiscal Committee</b>		
Members and corresponding members		
Appointment	12	
List	70	
3rd Session, members present and work	134, 159-60, 238-9, 270	
Sub-Committee on double taxation, see Double taxation, Sub-Cttee., etc.		
<b>Foreign Nationals and Enterprises, Treatment of</b>		
Fiscal clauses to be inserted in draft Convention	159	
Negotiations by various countries	86, 120, 233	
<b>Foreigners, Assistance to</b>		
Special Committee, appointment	107, 143, 252	
See also Minors, Relief and repatriation, etc.		
<b>Free Zones of Upper Savoy and the District of Gex</b>		
Question considered by Hague Court	191, 213, 308-9, 344	
<b>Germany</b>		
Customs union, Austro-German, see that title		

## Gex

Free Zones, *see* Free zones of Upper Savoy, etc.

## Goethe Centenary

Universal Congress at Frankfurt . . . 179

## Gold Problem

Delegation of Financial Cttee  
Members . . . 69, 133  
Work 11, 12, 35-6, 206, 208, 235,  
238, 270, 326

## Goods, Nationality of

*See* Most-favoured-Nation treatment, Study of certain aspects, etc

## Great Britain

Claim of Finnish Govt *re, see in der* Finland

## Greece

Bank of Greece . . . 11, 133, 235, 326  
Adviser to . . . 69  
Emigration, Greco-Bulgarian, *see that title*  
Exchange of Greco-Turkish populations,  
*see that title*  
Health services in . . . 9, 130, 231, 326  
Malaria research in . . . 232  
Moloff-Caphandaris Agt. between Greece  
and Bulgaria, *see that title*

## Greenland (Eastern), Legal Status of Certain Parts of

Question referred to Hague Court  
1901, 213, 261, 307-8, 322

## Health

### China

Flood relief and epidemic disease  
control. As. mbls resolution  
232, 268 (*text*) 269  
Sanitary reorganisation of Chinese  
ports, Sub-Commission for . . . 66  
*See also* *Inter-* Public health, League  
collaboration, etc

Cholera . . . 127, 128

### Committee, Perm. Health

Bureau, constitution of . . . 290  
Members  
Appointment of new member . . . 290  
List . . . 63  
Tribute to memory of Dr. Arcoli and  
appointment of successor . . . 126  
Panel reform work, *re, see* Panel  
administration, etc., Health Cttee  
16th Session, work of . . . 9  
17th Session, work of . . . 126, 30  
Council resolutions *re* . . . 130-1  
18th Session, work of . . . 289, 90  
19th Session, date of . . . 290

Diphtheria and scarlet fever, immunisation  
as unit . . . 231, 280

Director of Health Section's visit to China  
125, 6, 127, 160

Diseases prevalent in colonial territories,  
study of . . . 9

Dysentery . . . 128

### Epidemiological Intelligence Service Bureau

at Geneva, work of . . . 128  
Eastern Bureau at Singapore . . .  
Advisory Council: members . . . 63  
Work . . . 128, 231

Infant welfare and mortality, *see that title*

### Leprosy

Commission, work of . . . 9, 65, 126, 129  
Conference, Bangkok, 1930. . . 129, 326  
Research Centre in Rio de Janeiro,  
foundation of . . . 231, 231-2, 326

### Malaria

Commission, composition and work  
9, 63-1, 126, 128, 130, 231  
In Greece, gift to League for research  
in . . . 232  
*Office international d'Hygiène publique* 128, 129

## Health (*cont.*)

### Organisation, Health

Composition of Committees, etc . . . 62-6  
Opium Commission . 65, 129-30, 253, 289-90  
Work during 1930-1931 reviewed by  
Assembly . . . 231-2  
Resolution . . . 267-8  
in Pacific Islands . . . 9  
Physical education . . . 290  
Plague . . . 128  
Pneumonia, tropical . . . 128  
Public health  
in Czechoslovakia . . . 231  
and Health insurance, Joint Commis-  
sion of Experts on . . . 64-5  
League collaboration and assistance  
in various countries (China, Greece,  
Bulgaria, Bolivia, Liberia, etc.)  
9, 126, 126-8, 130, 218, 231, 267, 326  
*See also under the countries concerned*  
in Liberia: League assistance *re*  
93, 105, 126, 126-7, 231, 289, 326  
in Mandated territories . . . 16, 18, 244, 329  
*Office international d'Hygiène publique*  
129, 253, 289, 290  
Safeguarding against the dangers of  
prostitution . . . 108, 109-10  
Various problems . . . 9  
Rural hygiene, *see that title*  
Scarlet fever, *see above* Diphtheria and  
scarlet fever  
Sera, serological reactions and biological  
products *see that title*  
Ship fumigation, Commission on . . . 66  
Sleeping sickness research, Commission of  
Experts for . . . 65  
Smallpox . . . 127, 128  
Syphilis . . . 109, 128, 9, 231  
Yellow fever . . . 128

## Hungary, Financial Situation of

Enquiry by delegation of Financial Cttee  
218, 236, 237, 270, 293-5, 326  
Reconstruction loan, trustee for . . . 69

Ibero-American Classics, Collection of . . . 14, 210

## Iceland

and Greenland (Eastern) Case, *see* Green-  
land (Eastern), etc  
Participation in work of Commission of  
Enquiry for European Union 4, 84, 85, 119

Illegitimate Children . . . 108

Immigrants, Formalities *re* Admission of . . . 162

## Index Bibliographique

Second edition, publication of . . . 11

## India

Drug situation in . . . 53  
Financial situation, enquiry *re* . . . 235, 326

## Industrial Questions

Agreements, int. industrial, Cttee of Experts  
studying economic aspects of  
153, 151, 205, 218  
Sub-Committee appointed by Commission  
for European Union  
153, 158-9, 223 *note*, 224

## Infant Welfare and Mortality

in Europe and Latin America, enquiry *re*  
9, 107, 231  
Health in early infancy . . . 290

## Inland Navigation

Agreements, int., enquiry *re* extension of  
Committee, Perm . . . 71, 161  
Work of Codification Conference, 1930 . . . 162

## Instruction of Youth in Aims of League

Sub-Committee of Committee on Intellec-  
tual Co-operation  
Members, list . . . 14, 76, 134  
Work . . . 175, 176-7, 180, 240, 271, 315

## Intellectual Co-operation

### Committee, Int.

Disarmament Conference, resolution *re* 182, 241

### Executive Committee

Meetings, members present and work

14, 102-4, 175, 180, 181, 316

Members, list . . . . . 75

Members, list . . . . . 13, 75

13th Session, members present and work . . . . . 175-6, 181-2

Work reviewed by Assembly, *see below*  
Organisation, work during 1930-1931,  
etc.

### Committees of Experts

*For individual Committees, see the  
subjects concerned*

#### Members

List . . . . . 76

Procedure for appointment . . . . . 14

Correspondence and interviews between  
representatives of important schools of  
thought . . . . . 178, 240

### Institute, Int.

Admission of staff to pensions scheme,  
request for. . . . . 275

Audited accounts and budget . . . . . 180

Director's visit to China . . . . . 182

#### Directors' Committee

Meetings, members present and  
work . . . . . 14, 104, 175, 180, 316

Members, list . . . . . 76

Governing Body, composition and  
work . . . . . 76, 175, 180, 271

#### Publications

*La Coopération intellectuelle* replaced  
by *Bulletin de Coopération intel-*  
*lectuelle* . . . . . 56

List . . . . . 104

*re* Popular arts . . . . . 316

Relations with Int. Popular Arts Com-  
mission . . . . . 14

Work during year 1930-1931

176, 180, 240, 271

Methods for dealing with certain questions  
falling within scope of, enquiry *re* . . . . . 103

National Committees: Conference in 1934

240-1, 241, 271

### Organisation

Programme of work for 1931-1932

240, 241, 271

Recognition by Assembly

218, 240, 241, 271, 326-7

Work during 1930-1931 reviewed 240-1, 326-7

Assembly resolutions . . . . . 271

*See also above* Committee, Int. and

Institute, Int.

Requests for co-operation from China

103-4, 126, 180, 181-2, 240, 241, 271

from International Labour Office (*re*  
workers' leisure, etc.)

103, 104, 164, 181, 182, 241

## Iraq

*See under* Mandates

## Islands under Japanese Mandate

*See under* Mandates

## Italy

Agreement between Turkish and Italian  
Govts., *see under* Territorial waters  
between Island of Castellorizo and  
coasts of Anatolia, etc.

## Japan

Dispute with China, *see* Manchuria, etc.

Juvenile Courts . . . . . 106, 107, 231-2, 273

## Kellogg Pact

*See* Covenant of League, Amendments, etc.

## Labour Office, International

Budget for 1932, *see* Budget of League,  
1932, etc.

Organisation, *see* Secretariat of League,  
Organisation, etc.

Pensions for staff, *see* Pensions scheme, etc.

Prison labour, study *re* . . . . . 255

Request for League co-operation *re* intellec-  
tual co-operation (workers' leisure,  
etc.) . . . . . 103, 104, 164, 181, 182, 241

Unemployment, work *re*, *see* Unemploy-  
ment, etc., Scheme, etc.

## Latin-America

Classics, Ibero-American, translation of . . . . . 14

Drug situation in 26, 28, 29, 55, 144, 212, 306

Infant mortality . . . . . 9, 107, 231

Visit of Secretary-General . . . . . 56

## League of Nations

Activities during 1930-1931. . . . . 323-7

Administrative Tribunal: Judge and  
Deputy Judge, renewal of term of  
office . . . . . 258

Allocation of expenses, *see that title*

Assembly, *see* Assembly, twelfth ordinary  
session and Assembly of League

Audited accounts, *see that title*

Budget, *see* Budget of League

Buildings, *see* Buildings, new League

Conferences and meetings, postponement  
of . . . . . 256

Co-operation, technical, with China, *see*  
China, Co-operation, etc.

Covenant of League, *see that title*

Educational Information Centres, *see that  
title*

Landing of aircraft near seat of, *see* Air-  
craft, Experts, etc.

Library of League, *see that title*

Mexico, admission to League, *see* Mexico,  
etc.

Publications, *see* Publications of League

Representation of States members, *see that  
title*

Secretariat, *see* Secretariat of League

Secretary-General of League, *see that title*

Statistical Year-Book of the League of  
Nations, 1930-1931. . . . . 186-7

Supervisory Commission, *see that title*

Wireless station for use of, *see* Wireless  
station for use of League

## Leprosy

*See under* Health

## Liberia

Administrative and social reforms: League

assistance *re* . . . . . 93, 105

Financial situation, enquiry *re* 93, 105, 235, 326

Health, public: League assistance *re*

93, 105, 126, 126-7, 231, 289, 326

Legal position *re* League assistance. . . . . 141-2

Representative: appointment as Minister

Plenipotentiary of M. Sottile . . . . . 46

Slavery in, *see* Slavery, in Liberia

## Intellectual Life

Comparative study of certain questions *re* 103

## Intellectual Rights, Protection of

92, 102-3, 240, 271

Intellectual Workers, Advisory Committee of 180

## International Law, Progressive Codification of

Committee of Experts: list of members . . . . . 62

Conference, 1930, work of

*See* Inland navigation, Work, etc.,

Maritime ports, etc.

Territorial sea

Procedure to be adopted: Assembly resol-  
ution . . . . . 230, 266 (*text*), 325

States invited to send observations *re* . . . . . 8

## International Relations, Scientific Study of

Broadcasting, value of . . . . . 271

Conference of Institutes for: fourth annual

meeting . . . . . 163-4, 176, 180, 240, 271

## Libraries

- Public, in relation to workers' leisure . . . 104, 164, 182, 241  
 Role *re* League publications . . . 176, 177, 241

## Library Experts, Committee of

- Work during 1930-1931 . . . 161, 180, 240

## Library of League

- Annotated bibliography of principal works on League catalogued in library in 1930-1931  
 December, 1930-February, 1931 . . . 91-5  
 April, 1931 . . . 145-6  
 May, 1931 . . . 165-6  
 June, 1931 . . . 188-9  
 July-November, 1931 . . . 339-41

## Lightships, Manned, not on their Stations

- Agreement, Oct. 23, 1930: entry into force . . . 13

## Lithuania

- Financial situation enquiry *re* . . . 235, 326  
 and Poland, diplomatic relations between (negotiations *re* incidents near administrative line and situation *re* freedom of transit) . . . 25-6, 112, 321  
 Railway traffic between Lithuania and Poland (section of line Landwarow-Kaisiorys): question referred to Hague Court  
 59, 66, 113, 118, 167, 190, 213, 260-1  
 Opinion of Court . . . 307

## Lonchenr, M. Louis

- Death and tribute to his memory . . . 339

## Maintenance Orders

- Recognition and enforcement abroad  
 31, 106, 107, 113, 251  
 Special Cttee., appointment . . . 252

## Malaria

- See under Health*

## Manchuria, Dispute between China and Japan

- Appeal by Chinese Govt under Article 11 of Covenant's action by Council *re*  
 218, 246-9, 300-6, 318-20, 323-324, 333-7

## Mandates

- Annual reports of mandatory Powers  
 15, 161, 208, 299, 325  
 Budget deficits entailed by economic depression . . . 326  
 Cameroons under British and French mandate . . . 15, 17, 161, 299, 328  
 Commission, Permanent Mandates  
 Chairman and Vice Chairman, *re* election . . . 165  
 Members, list . . . 77-8  
 19th Session, work of . . . 15-18  
 Council decisions *re* . . . 18-19  
 20th Session  
 Members present . . . 164  
 Minutes, publication of . . . 188  
 Work . . . 164-5, 208-11, 211-4  
 Assembly resolution . . . 272  
 21st Session, members present and work . . . 299, 327-32  
 Conventions, general and special: question of application to mandated territories  
 165, 210-11, 243  
 Economic equality . . . 210, 244, 272, 299  
 Health, public, in mandated territories  
 16, 18, 211, 329

### Iraq

- Administration . . . 15, 16, 299, 328  
 Admission to League, question of . . . 325, 330  
 Anglo-Iraqi Judicial Agreement (draft initiated, June 30, 1930)  
 16-17, 18-19, 93, 331, 332  
 Bahai community, case of . . . 328  
 Foreigners' privileges and immunities upon termination of mandate, question of . . . 17, 19, 242, 242-3, 243, 331-2

## Mandates (cont.)

- Frontier between Iraq and Syria, delimitation of . . . 328, 332-3  
 Iraq Petroleum Company: question of pipe-line . . . 211, 242, 243  
 Minorities  
 Non-Moslem . . . 16, 19  
*See also below* Petitions, from Mr A H Rassam . . .  
 Protection, *see below* Termination of mandate régime  
 Petitions, *see below* Petitions, from British Oil Development Co., from certain Kurds in Iraq and from Mr. A H Rassam  
 Political maturity and progress under mandate régime, 1920-31, in relation to termination of mandate . . . 16, 18, 19, 164, 210, 241-4 *passim*, 299, 325, 328, 329, 329-32  
*See also above* Foreigners' privileges, etc  
 Termination of mandate, *see above* Political maturity, etc  
 United States' rights in, under London Treaty . . . 242  
 Islands under Japanese mandate  
 15, 17, 299, 328, 329  
 Liquor traffic . . . 299, 328, 329  
 Naurn . . . 164, 209  
 New Guinea . . . 164, 209  
 Palestine . . . 15, 16, 161, 208-9, 211  
 Petition from M. Israël Amikam, *see below under* Petitions  
 Petitions  
 from British Oil Development Company, *re* oil development concessions in Iraq . . . 18, 211  
 from certain Kurds in Iraq . . . 18, 19, 211, 329  
 from League of Nations Union, London, *re* measures to be taken in event of serious disturbances in mandated territories . . . 18  
 from Mr A H Rassam (*re* non Moslem minorities) . . . 211, 329  
 from M. Israël Amikam *re* transmission of telegrams in Hebrew language in Palestine . . . 329  
 Procedure of supervision of mandatory administration, *see above* Petitions, from League of Nations Union, etc  
 Rwanda-Urundi . . . 15, 17, 299, 328, 328-9  
 Samoa, Western  
*See below* Western Samoa  
 South West Africa . . . 161, 209-10  
 Syria and Lebanon  
 Administration and proposed termination of mandate régime . . . 161, 209, 212, 213  
 Frontier between Syria and Iraq, delimitation of . . . 328, 332-3  
 Tanganyika Territory  
 Administration . . . 161, 299, 328  
 proposed Union with Kenya and Uganda . . . 15, 16, 18  
 Termination of mandate régime, general question of conditions to be fulfilled  
 15-16, 18, 164-5, 210, 218, 241-4 *passim*, 272, 325, 331  
*See also above* Iraq, Foreigners' privileges, etc and Political maturity, etc  
 Togoland under British and French mandates . . . 15, 17, 161, 299, 328  
 Western Samoa . . . 15, 17, 299, 328, 329

## Maritime Navigation

- Barriers to, study *re* removal of . . . 296, 296-7

## Maritime Ports, Int. Regime of

- Work of Codification Conference, 1930. . . 162

## Marks and Appellations of Origin 102, 131, 233, 234

## Married Women, Nationality of

- See* Nationality of women

## Memel Territory

- Application of German Govt. with regard to situation of Memel Territory . . . 26, 142
- Harbour Board . . . . . 75

## Mexico, United States of, Admission to League

- Assembly resolution . . . 226-8, 264-5 (*text*), 325
- Contribution to League, allocation of . . . 258, 275
- Extracts from speeches at second plenary meeting of Assembly (Sept. 8, 1931) . . . 281-2

## Minorities

- Petitions examined by Council from Descendants of members of former Szekler (Hungarian) Frontier Guard Regiment in Roumania . . . . . 141, 246
- Procedure concerning, adopted by Council, June 13, 1929 . . . . . 245
- re* Ukrainian minority in Poland, situation of . . . . . 140-1, 246
- See also below under* Polish Upper Silesia

### in Polish Upper Silesia

- Admission to German minority schools
- Question referred to Hague Court . . . 59, 96, 113, 140, 147-8, 246, 325
- See also below* Petitions, from "Deutscher Volksbund," *re* Minority schools

### Petitions

- from "Deutscher Volksbund" *re* Mme. Martha Berger of Urbanowice . . . . . 24
- re* M. Paul Besuch, of Czernica . . . 25, 140
- re* M. Paul Michalik, personal situation of . . . . . 25
- re* Minority schools, admission to . . . 27, 147-8
- re* Situation of German minority . . . 20-4, 324

- from Mme. Pauline Sock, *re* admission of her son to the Ruda Minority School . . . . . 25
- from Prince of Pless, *re* situation of his father's land property . . . 25, 140
- from M. Wiesner, *re* dismissal of six employees by the management of the Koenigs and Laurahütte . . . 25

- Situation of German minority: consideration by Council of notes from German Govt. *re* incidents in connection with Polish election . . . 19-24, 138-40, 218, 245, 324-5
- See also above under* Petitions, from "Deutscher Volksbund"
- Reviewed by Assembly . . . . . 245-6, 324-5
- in Roumania, *see above* Petitions, from Descendants, etc.
- Ukrainian minority in Poland, *see above* Petitions, *re* Ukrainian minority, etc.
- Upper Silesian Mixed Commission, President . . . . . 78
- Upper Silesian Mixed Arbitral Tribunal . . . 78

## Minors

- Erring or delinquent, institutions for . . . 106, 107
- Foreign, *see below* Relief and repatriation
- Relief and repatriation: Draft Conventions drawn up by Child Welfare Cttee. . . . . 106, 107, 143 251

## Moloff-Caphandaris Agreement between Bulgaria and Greece, Execution of

- Question considered by Council . . . 218, 250-1, 324
- Reference of question to Hague Court . . . 308, 322

## Monuments, Artistic and Historical, Preservation of

- Conference, int. at Athens, 1931 . . . 240, 299, 314-15, 316

## Most-favoured-Nation Treatment

- Study of certain aspects ("similar products" and compatibility of customs (quotas and anti-dumping duties with spirit of clause) . . . . . 9, 48, 131, 156, 156-7, 233, 234, 268, 326

## Motor Transport

- Commercial, work *re*, of European Road Traffic Conference . . . . . 91
- Professional motor drivers, claims of . . . 161

## Motor Vehicles, Taxation of Foreign

- Convention concluded by European Road Traffic Conference . . . . . 91, 91-2, 159-60

## Museums

- Cinematograph for museum propaganda . . . 14
- Educational . . . . . 177
- Office, Int. Museums
- Conference at Athens, *see under* Monuments, artistic and historical
- Directors' Committee
- Meeting in January: members present and work . . . . . 14
- Museion* (review published by) . . . 14
- Work during year 1930-1931 . . . 178, 240

## Music, Questions relating to

- Records, musical, national or international collections of . . . . . 178

## Nationality of Women

- Hague Convention, 1930, reconsideration of . . . . . 8
- Assembly resolution . . . . . 230, 267 (*text*)
- Publication *re* . . . . . 188

## Nauru

- See under* Mandates

## New Guinea

- See under* Mandates

## Newspapers and Periodicals

- Fiscal and customs charges applicable to: work of Mixed Cttee. appointed to study . . . . . 160, 163
- Railway transport of . . . . . 161, 326

## Nicaragua

- Disaster in, and postponement of payment of contribution to League. . . . . 257, 274

## Norway

- Relations with Denmark *re* Eastern Greenland, *see* Greenland (Eastern), etc.

## Obscene Publications . . . . . 108, 109, 251, 254

## Opium and other Dangerous Drugs

- Addition, enquiry into . . . 55, 130, 144, 253, 306
- Advisory Committee
- Assessors, renewal of appointment . . . 145
- Co-operation with police authorities . . . 54-5, 253
- Members, list . . . . . 78-9
- Recommendations *re* measures for combating illicit traffic . . . . . 253
- 14th Session
- Examination of work by Council . . . 144-5
- Members present and work . . . 26-8, 50-5
- Annual reports by Governments . . . . . 26, 55
- Central Board, Perm.
- Duties under the Convention on the limitation of drug manufacture adopted by Conference . . . 110, 211, 212, 254
- Members, list . . . . . 79
- 8th Session, work of . . . . . 28, 253-4
- Council decisions *re* . . . . . 28-9
- 9th Session, dates of meeting, members and work of . . . . . 110-11, 253-4
- 10th Session, dates of meeting and work . . . . . 211-12, 253-4
- 11th Session, members present and work . . . . . 306
- China, position in . . . 52, 144, 211-12, 253, 306
- Coca leaf, cultivation of, *see below* Production of opium, etc.
- Commission of Health Organisation . . . 55, 129-30, 253, 289-90
- Conference on limitation of drug manufacture, *see below* Manufacture, etc.
- Conference on opium smoking in Far East, *see below under* in Far East.

## Opium and other Dangerous Drugs (*cont.*)

- Conference, proposed, on production of opium and cultivation and harvesting of coca leaf, *see below* Production, etc.
- Consumption of drugs, methods of estimating . . . . . 306
- Discrepancies, table of . . . . . 306
- Egypt, position in . . . . . 52, 144, 253
- in Far East
  - Commission of Enquiry on opium smoking in: report . . . . . 29-31, 321, 327
  - Conference, 1931 (Bangkok) . . . . . 145, 253, 321, 327
  - Agreement and Final Act adopted by . . . . . 321, 337-8
  - in France, application of Geneva Convention . . . . . 52-3, 306
  - Geneva Opium Convention, 1925: application and ratifications 51, 52-3, 143, 144, 145, 252, 254, 289-90, 306, 327, 338
  - Illicit traffic 26, 29, 51, 53, 212, 253, 254, 338
  - Committee on, conclusions . . . . . 53-4, 144
  - in India
    - Smuggling of cocaine to India from Far East . . . . . 53, 144
    - Japan, situation in . . . . . 53, 253
    - Latin America, situation in . . . . . 26, 28, 29, 55, 144, 212, 306
  - Legislative measures in various countries, compilation and publication of 252-3, 272
  - List of drugs and preparations coming under Hague and Geneva Conventions . . . . . 55
  - Manufacture, limitation of: Conference, 1931
    - Convention and Final Act drawn up by . . . . . 253
    - Action to be taken by Council under Adoption, analysis and signatures . . . . . 183-5, 252, 253, 254, 306, 327
    - Text . . . . . 192-202
    - See also below* Preliminary work, etc.
    - Dates of meeting, delegates and work . . . . . 143-4, 145, 183-5, 218, 323
    - Experts: appointment . . . . . 144
    - Preliminary work and draft Convention . . . . . 26, 26-8, 50, 110, 129-30, 212, 272
  - Morphine content of opium, standardisation of methods of ascertaining . . . . . 111
  - Persia, situation in . . . . . 53, 144, 252, 253
  - Production of opium and cultivation and harvesting of coca leaf, proposed Conference on . . . . . 252, 272, 327
  - Reviewed by Assembly . . . . . 252-3
  - Resolution . . . . . 272
  - Roumania, situation in . . . . . 212, 253
  - Seizures . . . . . 26, 29, 51, 53, 54, 253, 306
  - Serial numbering of packages, extension of system to drugs despatched by wholesalers . . . . . 54
  - Smuggling . . . . . 53, 144, 253
  - South Africa, situation in . . . . . 212
  - Statistics 28, 28-9, 110, 211-12, 212, 254, 306
  - "Stocks in the hands of wholesale dealers," definition of . . . . . 306
  - Supervision, general operation of system . . . . . 26
  - Turkey, position in 51-2, 144-5, 212, 253, 254, 306

## Pacific Islands

- Health situation in . . . . . 9
- under Japanese mandate, *see* Mandates, Islands, etc.

## Palestine

- See under* Mandates

## Paris Pact

- See* Covenant of League, Amendments, etc.

## Passports and Visas

- for Migrants . . . . . 162

## Peace, Organisation of

- Co-operation of women and the press . . . . . 218, 222, 324
- Assembly resolution . . . . . 264

## Penal Administration, Improvement of

- Co-operation of League with Int. Prison Commission, Howard League and other organisations . . . . . 106, 107, 108, 110, 254-5
- Assembly resolution . . . . . 273-4
- Health Committee
  - Sub-Commission on Penal Administration . . . . . 66
  - Work . . . . . 130

## Pensions Scheme for Staff of League, Int. Labour Office and Registry of Perm. Court

- Administrative Board for pensions fund . . . . . 274-5
- Admission of staffs of Int. Institute of Intellectual Co-operation and Nansen Int. Refugee Office to, request for . . . . . 275
- Contribution of League to fund . . . . . 275
- Credits for, *see* Budget of League, 1932, etc.
- Regulations, alterations in . . . . . 274-5

## Plague

- See under* Health

## Pneumonia, Tropical

- See under* Health

## Poetry, Enquiry *re* Teaching in Schools, etc. 178

## Poland

- and Lithuania, diplomatic relations between, *see* Lithuania, and Poland, etc
- Relations with Danzig, *see* Danzig, etc., Relations with Poland

## Popular Arts

- Committee, Int., work of . . . . . 14
- Congresses (Prague, 1928, and Antwerp, 1930): publication of Acts . . . . . 14
- Exhibition, Int. at Berne, 1934 . . . . . 14, 180, 241, 271
- Publication *re* (second volume) . . . . . 316
- in Relation to workers' leisure. . . . . 104, 182, 241

## Ports and Maritime Navigation

- Committee, Perm. . . . . 70-1, 253

## Postal Union, Universal

- Relations with Air Transport Co-operation Cttee. . . . . 239

## Press

- Co-operation in organisation of peace . . . . . 218, 222, 324
- Assembly resolution . . . . . 264

## Prevention of War, Improvement of Means of

- Convention: signature, etc. . . . . 323, 324

## Prisoners, Standard Minimum Rules for Treatment of

- See* Penal administration, etc., Co-operation, etc.

## Private Law, Int. Institute for the Unification of

- Council of Directors: annual meeting, members present and work . . . . . 105
- Governing Body and Perm. Cttee, members . . . . . 77

## Production

- Consultations by Economic Cttee. *re* important branches of . . . . . 234, 269, 292
- Co-operation of factors of, as means of relieving unemployment, *see* Unemployment, Scheme, etc.

## Professors, Interchanges of . . . . . 103-4, 181

## Profits of Commercial Undertakings, Apportionment of

- Enquiry *re*. . . . . 159, 239

## Prostitution

- Increase in view of unemployment, possibility of . . . . . 251, 272
- Laws to safeguard public health against dangers of . . . . . 108, 109-10
- Repatriation of foreign prostitutes 108, 109, 251
- Souteneurs, penalties for . . . . . 108, 109, 143, 188, 251, 272

## Public Health

See under Health

## Public Works

- in China, see China, Waterways and land reclamation scheme
- Committee on Public Works and National Equipment appointed by Transit Cttee. . . . . 161, 239, 270, 298-9
- Engineers, training of: Cttee. on, appointed by Transit Cttee. . . . . 161, 239
- Programme of important public works as means for relieving unemployment, see Unemployment, Scheme, etc.

## Publications of League

- Agricultural Crisis, The* . . . . . 185-6
- Armaments Year-Book* . . . . . 123, 187
- Bulletin de Coopération intellectuelle* . . . . . 56
- Concise Study of Laws and Penalties relating to Souteneurs*: in preparation. . . . . 188
- Conference on Communications and transit: publication of preparatory documents . . . . . 188
- Educational Survey* . . . . . 103
- Financial aspect of proposals involving publications not immediately required . . . . . 275
- La Coopération intellectuelle* . . . . . 56
- Mandates Commission: publication of minutes of twentieth session . . . . . 188
- Memorandum on Production and Trade, 1925-1929-30*: in preparation. . . . . 187
- Nationality of Women*: in preparation. . . . . 188
- Protective Measures against Dangers resulting from Use of Radium, Roentgen and Ultra-Violet Rays*: in preparation . . . . . 187-8
- Report of Permanent Commission on Biological Standardisation*: in preparation . . . . . 188
- Rôle of libraries *re* increase of circulation . . . . . 176
- Statistical Year-Book of the League of Nations, 1930-31, The* . . . . . 186-7
- Study on Commercial Policy and Customs Administration*: in preparation . . . . . 187

## Radio-Telegraphic and Radio-Telephonic Questions

- Call signs for use by aircraft in service of League . . . . . 222-3
- See also Wireless station for use of League

## Railway Transport

- Advertising matter, railway, exemption from customs duties . . . . . 161
- Committee, Perm. . . . . 71
- Negotiable documents for international transport of goods by rail . . . . . 296, 313-14
- Newspaper transport . . . . . 161

## Railways

- between Lithuania and Poland, see Lithuania, and Poland, Railway traffic, etc.
- Local Railway Companies situated in former Austro-Hungarian territory: applications from . . . . . 13

## Refugees, Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish

- Advisory Commission, Inter-Governmental . . . . . 55-6, 255, 273
- Members, list . . . . . 80
- Assembly resolution . . . . . 273
- Bulgarian refugees
  - Commission of League in Sofia and trustees for loans . . . . . 69
  - Completion of settlement work . . . . . 12, 133, 238
  - See also below Transference
  - Moloff-Caphandaris Agt., see that title
- Office, Nansen Int: Refugees
  - Admission of staff to pensions scheme, request for. . . . . 275
  - Committees, dates of meeting . . . . . 94
  - Draft Statute and organisation . . . . . 34, 56, 273
  - Establishment, purpose of . . . . . 94, 327
  - Financial position and resources
    - Budget for 1931 and 1932 . . . . . 111, 256, 273
    - Contributions from various countries . . . . . 165, 255

## Refugees, Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish (cont.)

- Office, Nansen Int. Refugees (cont.)
  - Financial position (cont.)
    - Nansen Memorial Fund, proposed . . . . . 111, 255, 273
    - Nansen Stamp Fund. . . . . 111, 255, 273
  - Governing Body
    - Composition . . . . . 94, 111
    - Dates of meeting . . . . . 94, 111, 112
    - Report, discussion by Assembly. . . . . 112, 255
    - Work . . . . . 94, 111-12, 273
  - Jurisdiction of Office *re* protection of refugees, see below Protection
  - Liquidation before 1939 and Convention for protection of refugees in event of . . . . . 255, 273
  - Vice-chairmen and other officers, appointment of . . . . . 94
  - Private Refugee Organisations, Advisory Cttee. of . . . . . 56
  - Protection: respective jurisdiction of Nansen Office and of League Secretariat . . . . . 111-12
  - Russian, in China . . . . . 111, 255, 273
  - in Syria . . . . . 255
  - Transference of refugees from Bulgaria and Greece to Armenian Republic . . . . . 255, 273
- Relations, International
  - See International relations
- Relief Union, International
  - Preparatory Committee, members . . . . . 80
- Representation of States Members of League
  - China: appointment of M. Woo Kaiseng . . . . . 46
  - Liberia: appointment of M. Sottile . . . . . 46
- River Law, Unification of
  - Committee . . . . . 73
  - Conference (Nov.-Dec., 1930), results of . . . . . 161, 239, 270, 326
- Road Traffic
  - Committee, Perm. . . . . 71-2
  - Conference, European, March 16-30, 1931
    - Commercial motor transport, work *re* . . . . . 91
    - Conventions (on unification of road signalling and taxation of foreign motor cars) and customs agreement on procedure *re* triptychs . . . . . 90-2, 159-60, 161, 162, 239, 270, 326
  - Signals, unification of: Convention concluded by Road Traffic Conference . . . . . 91
- Ruanda-Urundi
  - See under Mandates
- Rural Hygiene
  - Conference, European (Geneva, June 29-July 7) . . . . . 9, 156, 174-5, 231, 267, 290, 326
  - Preparatory Commission, see that title below
  - Health centres, rural, Cttee. on. . . . . 101-2
  - Health visitors and sanitary engineers, training of . . . . . 156, 174, 231, 290
  - Preparatory Commission for European Conference . . . . . 66, 86-7, 128, 131
  - Sub-Committee on rural sanitation . . . . . 131
- Saar Basin Governing Commission
  - Chairman and members, renewal of term of office . . . . . 15
  - Loan, proposed issue of . . . . . 218, 244
  - Members . . . . . 15, 78
  - Reports, quarterly
    - 44th . . . . . 49-50
    - 45th . . . . . 137-8
    - 46th . . . . . 208
    - 47th . . . . . 316-17
- Salandra, M.
  - Death and tribute to his memory . . . . . 338-9
- Samoa, Western
  - See Mandates, Western Samoa
- Santo Domingo
  - Erection of monument to Christopher Columbus: Assembly resolution . . . . . 276

## Scarlet Fever

See Health, Diphtheria and scarlet fever

School Text Books, Revision of . . . 176, 177, 240

## Schools

Secondary, see Secondary schools

Text books, see School text books

Scientific Advisers, Committee of . . . 175, 179-80

## Scientific Questions

Bibliography, scientific, co-ordination of . . . 179

Committee of Experts, work of . . . 180

Intellectual co-operation in field of . . . 103

## Sea, Exploitation of Riches of

Whaling industry, protection of, *see that title*

## Secondary Schools

Journeys and exchanges of pupils in . . . 177

## Secretariat of League

Budget for 1932, *see* Budget of League, 1932, etc.

Constitution . . . . . 60

Counsellors, salaries of . . . . . 258

Gift from *A/B Nordiska Kompaniet* of Stockholm . . . . . 145

Higher staff, organisation of, *see below*, Organisation, etc.

Jurisdiction *re* protection of refugees, *see* Refugees, Protection

"Locally recruited staff," definition of . . . 274

Organisation of Secretariat, I.L.O., and Registry of Perm. Court

Committee of Thirteen appointed to consider certain points *re*, report of . . . . . 56, 258

Assembly resolution . . . . . 275-6

Pensions for staff, *see* Pensions scheme, etc.

Septennial leave for officials of first division . . . 258

## Secretary-General of League

Award of Wateler Peace Prize for 1931 . . . 95

Term of office. . . . . 258

Visit to Latin America . . . . . 56

Visit to Rome and Berlin . . . . . 112

## Sera, Serological Reactions and Biological Products

Commission, Perm. . . . . 65, 231, 289, 326

Conference at Montevideo, results of . . . 128, 231

Ship Fumigation, Commission on . . . . . 66

## "Similar Products"

See Most-favoured-Nation treatment, Study of certain aspects, etc.

## Slavery

Committee appointed by Council to examine material relating to: Assembly resolutions . . . . . 218, 255, 273, 274, 327

Communication from British, Persian and Sudan Govts. . . . . 145

Convention, 1926 . . . . . 145, 254, 255, 273, 327

Laws and regulations forwarded to League under Art. 7 of Slavery Convention . . . 145

in Liberia

Committee of League Council appointed to consider problems raised by Liberian Govt.'s request for assistance . . . . . 34, 55, 93-4, 141-2

Report of Commission of Enquiry . . . . . 31-4, 145, 327

## Sleeping Sickness

See under Health

## Smallpox

See under Health

## Souteneurs, Penalties for

108, 109, 143, 188, 251, 272

## South West Africa

See under Mandates

## Statistics

Committee of Statistical Experts, appointment and work . . . . . 11, 90, 132-3

Economic, *see* Economic statistics

Opium, etc., *see* under Opium, etc.

Statistical Year Book of the League of Nations, 1930-31, The . . . . . 186-7

Transport, *see* Transport, Statistics

## Straits Commission

Report, annual, for 1930 . . . . . 105-6

## Students

Foreign, admission of, to arts and science faculties . . . . . 104

Organisations, Int.

Committee of Representatives: sixth meeting, and joint meeting with Directors of University Offices . . . 104

Repertory of International Students' Organisations . . . . . 104

## Summary of Events of each Month

January . . . . . 2

February . . . . . 39-40

March . . . . . 83-4

April . . . . . 98

May . . . . . 116

June . . . . . 151-2

July . . . . . 171

August . . . . . 203

September . . . . . 216-18

October . . . . . 283-4

November . . . . . 311-12

## Supervisory Commission

Bureau . . . . . 56

Meeting in February, work of . . . . . 56

Members, list and appointments . . . 80-1, 257, 274

Reports *re* budgetary questions. . . . . 256-7, 274

## Syphilis

See under Health

## Syria and Lebanon

See under Mandates

## Tanganyika Territory

See under Mandates

## Taxation

Double taxation and fiscal evasion, *see that title*

of Foreign motor vehicles, *see* Motor vehicles, etc.

of Instruments of int. trade. . . . . 160

Turnover tax, extension to, of measures for prevention of double taxation . . . 160

## Teaching Staff, Interchange of

Sub-Committee of Cttee. on Intellectual Co-operation . . . . . 76

## Territorial Sea

Work of Codification Conference, 1930. . . 162

See also Territorial waters between Island of Castellorizo and coasts of Anatolia

## Territorial Waters between Island of Castellorizo and Coasts of Anatolia, Delimitation of

Agreement between Turkish and Italian Govts. *re* submission to Hague Court of certain questions concerning . . . 322, 344

Theatre, Int. Action *re* . . . . . 178

## Togoland under British and French Mandates

See under Mandates

## Tonnage Measurement, Maritime

Technical Committee. . . . . 72-3

Trade, Int., Taxation of Instruments of . . . 160



## Traffic in Women and Children

Age of marriage and consent, etc., <i>see that title</i>	
Annual reports, compilation of . . . . .	143
Central authorities, organisation of . . . . .	143, 251
Committee	
Assessors . . . . .	110
Liaison Officers with I.L.O. and Health Org.. . . . .	110
Reports adopted by . . . . .	108
10th Session	
Members present . . . . .	110
Work . . . . .	106, 108-10, 272
Council decisions <i>re</i> . . . . .	142-3
Tribute to memory of Marquis Paulucci di Calboli, M. Posner and M. Varlez . . . . .	110
Work reviewed by Assembly and resolution . . . . .	251, 272
Conventions and Agreement, 1904, 1910, 1921: accessions, ratifications, etc., and amendment . . . . .	108, 142-3, 251, 254, 272
Influence of unemployment and economic pressure on . . . . .	251, 272
Warsaw Int. Congress . . . . .	108
Women police, value of, <i>see</i> Women police	

## Transit and Communications

Advisory and Technical Committee	
Committees of Enquiry on public works, etc., appointed by, <i>see</i> Public works, Committee, etc. and Engineers, etc.	
Membership	
List of members . . . . .	70
Renewal by Fourth General Conference . . . . .	296, 298
16th Session, members present and work . . . . .	134, 160-3
Work reviewed by Fourth General Conference . . . . .	296
<i>See also</i> Unemployment, etc., Scheme, etc., Rôle of Transit Cttee.	
Air transport co-operation Cttee., <i>see that title</i>	
Budget Sub-Committee . . . . .	72
Conditions of a general character affecting means of communication . . . . .	296
Conference, Fourth General	
Calendar reform, work <i>re</i> , and special Cttee. for study of . . . . .	162-3, 296, 297-8
Convocation and agenda . . . . .	12-13, 134, 162
Preparatory documents, publication of . . . . .	188
States and organisations represented and work . . . . .	296-8
Director of Transit Section of Secretariat, visit to China . . . . .	34, 125-6, 134, 160, 239
Freedom of, between Lithuania and Poland, <i>see</i> Lithuania, and Poland, etc.	
Interruption of transit routes . . . . .	296, 297
Legal Cttee., Perm. . . . .	72
Permanent and temporary Cttees., composition . . . . .	70-5
Work of Organisation reviewed . . . . .	239, 326
Assembly resolution . . . . .	270

Translation, Bibliography of . . . . .	103, 179, 316
--	---------------

## Transport

of Agricultural products . . . . .	239
Combined transport, <i>see that title</i>	
of Grain . . . . .	155
Motor transport, <i>see that title</i>	
of Newspapers and periodicals . . . . .	161, 326
Railway transport, <i>see that title</i>	
Statistics, Cttee. on Unification of . . . . .	73-4, 161, 326

## Treaties and other International Engagements

Accession, ratification and signature of Conventions concluded under League auspices: information to be furnished by States members <i>re</i> their attitude to . . . . .	46, 101, 125
Application to mandated territories, question of . . . . .	105, 210-11, 243

## Treaties and other International Agreements (cont.)

Conferring jurisdiction on Perm. Court, <i>see</i> Court, etc., Jurisdiction, Treaties, etc.	
General Conventions concluded under League's auspices, preparatory procedure for: Assembly resolution . . . . .	230, 266-7 ( <i>text</i> ), 325
Hitherto unapplied, question of putting into force . . . . .	154
Lausanne Treaty: execution of Art. 107 . . . . .	107
Withdrawal of control . . . . .	13
Registration, treaties registered	
in January . . . . .	8
in February . . . . .	45
in March . . . . .	86
in April . . . . .	100-1
in May and June . . . . .	155-6
in July . . . . .	173-4
in August . . . . .	207-8
in October . . . . .	288-9
Trianon, Treaty of, <i>see</i> Railways, Local railway companies, etc.	

## Triptychs, Procedure for dealing with

Customs Agreement concluded by European Road Traffic Conference . . . . .	91, 92, 162
---	-------------

## Turkey

Agreement between Turkish and Italian Govts., <i>see under</i> Territorial waters between Island of Castellorizo and coasts of Anatolia, etc.	
Drug situation . . . . .	51-2, 144-5, 212, 253, 254, 306
Exchange of Greco-Turkish populations, <i>see that title</i>	
Participation in work of Commission of Enquiry for European Union . . . . .	3, 4, 84, 85, 119

## Unemployment, Relief of

Scheme for int. placing of work, programme of public works and co-operation of factors of production: study by Sub-Cttee. of Commission for European Union and I.L.O. . . . .	5, 85, 120, 172-3, 207, 223
<i>and note</i> , 224, 225, 233, 234, 269, 326, 327	
Rôle of Transit Cttee. <i>re</i> . . . . .	207, 218, 225, 239, 269, 270
Technical placing Conference, proposed . . . . .	173, 225
<i>See also</i> Public works, Committee, etc.	

## Union of Socialist Soviet Republics

Participation in economic work of Commission of Enquiry for European Union . . . . .	3, 4, 40, 85, 119
--	-------------------

## University Offices

Directors' Meeting	
6th Annual: offices represented and work . . . . .	104
Joint Meeting with Cttee. of Representatives of Int. Students' Organisations . . . . .	104

## University Relations

between Chinese and other universities, <i>see</i> China, Intellectual co-operation, etc.	
Exchanges, university . . . . .	316
<i>See also below</i> Professors, interchange of and University Exchanges in Europe	
Professors, interchange of . . . . .	103-4, 181
Students, foreign, admission to arts and science faculties . . . . .	104
Teachers, foreign, admission to universities . . . . .	104
University Exchanges in Europe . . . . .	104

## Upper Savoy

Free Zones, <i>see</i> Free zones of Upper Savoy, etc.	
--	--

## Vessels

Conditions for passage through Straits 105, 106

## Veterinary Measures, Investigations concerning

Committee of Experts, composition and work . . . . . 9, 48-9, 68, 158  
Draft multilateral conventions prepared by delegation of Economic Cttee. 48-9, 49, 132, 158, 234, 326

## War or Threat of War

Financial assistance, Convention on: signatures . . . . . 8  
General Convention to strengthen means of preventing war  
Adoption by Assembly, and resolution 218, 220, 263-4 (*text*)  
Signature . . . . . 220  
Special Cttee. to prepare 7, 123-4, 220, 263  
Text . . . . . 276-8

## Western Samoa

*See under Mandates*

## Whaling Industry, Protection of

Convention for regulation of whaling 132, 158, 234-5  
Assembly resolution . . . . . 270  
Text . . . . . 278-80

## Wireless Station for Use of League, Establishment of

Experts consulted on question . . . . . 74  
Progress of work . . . . . 161

## Women Police, Employment of . . . 108, 109, 251

## Women and Children, Traffic in

*See Traffic in women and children*

## Women's Co-operation in Organisation of Peace

Assembly resolution . . . 218, 222, 264 (*text*) 324

## Workers' Leisure . . . 104, 164, 182, 241

## Works of Art

Rome Conference on preservation of . . . 14

## Yellow Fever

*See under Health*



